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ABSTRACT

This report presents findings from a study that examined 20 years of work by the Public Policy and International Affairs (PPIA) Fellowship Program, which was introduced in 1980 to help increase minority representation at decision-making levels in the public sector. The PPIA supported talented and committed students of color through a series of activities culminating in a Master's degree in public policy or international affairs. Through surveys and interviews, the study reached nearly 1,000 program fellows and alumni and over 20 participating PPIA institutions. Part I, "Research Findings for Fellows and Alumni," demonstrates the impact of PPIA by documenting overall program quality, the educational achievement, career choices and advancement, and patterns of public service of program fellows. Part II, "Research Findings for Participating Institutions," focuses on the outcomes for the schools of public policy and international affairs that participated in the fellows program, illustrating how the program affected the schools' capacity to recruit and retain students of color. Nearly all of the respondents reported that PPIA made it far easier for schools to target students of color, which in turn made the task of diversifying easier. Many felt that PPIA left its mark on the culture of the school, mainly by means of the PPIA students themselves. The program demonstrated what worked to encourage minority involvement in public policy and international affairs, namely, visibility. Equally important was presenting public policy as a viable career choice, where students could make both a difference and a living. Appendices include the research methodology, data sources, and PPIA participating schools. Includes the executive summary. (Contains 42 bibliographic references and 63 endnotes.) (SM)

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About the AED Center for Leadership Development

The AED Center for Leadership Development (CLD), administrator of the Ford Foundation-funded PPIA Fellowship Program, helps define leadership development for specific audiences and clients, while developing principles and guidelines for leadership development that can be applied in a variety of settings. Through exchange, training, and educational opportunities, CLD seeks to offer young people and seasoned professionals learning experiences to elevate their skills, stimulate their creativity, and enhance their impact and effectiveness.

CLD leadership programs encourage civic responsibility and participation, grassroots development, networking, and coalition building. The components of these programs may include: experiential learning, self-assessment and reflection tools, mentoring, peer-to-peer support, familiarization with resources and opportunities, introduction to new technologies, and discussion.

Consistent with its mission, CLD focuses on programming in three areas:

LEADERSHIP TRAINING to research, utilize, and evaluate the best theories, practices, and resources for leadership development, drawing on the experiences of current initiatives;

EQUITY AND ETHNICITY to provide a safe and stimulating space for potential and current leaders to explore the significance of race and ethnicity in human interactions and to explore mechanisms to advance equity; and

LEADERSHIP, ETHICS, AND FAITH to research and design leadership development initiatives and provide technical assistance services which draw on a range of ethical and faith traditions of the global community.

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Toward **DIVERSITY** in Public Service

A Report to the Ford Foundation on the Public Policy and International Affairs (PPIA) Fellowship Program 1980-2000

Principal Investigators:
Keith MacAllum
Adria Gallup-Black

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FOREWORD

The United States has never needed talented public servants more than today. Not only is an entire generation of public servants moving ever closer to retirement, the public is demanding more from its institutions on nearly every issue.

If public institutions are to succeed in meeting public expectations, they must be able to compete for talent at all levels and across all communities. As the nation becomes more diverse with each passing day, public institutions must also build a pipeline of access to public servants of color–Alaska Natives, African Americans, Asian Americans, Native Americans, Hispanic Americans, and Pacific Americans.

"As the **NATION** becomes more **DIVERSE** with each passing day, public institutions must also build a pipeline of access to public servants of color—Alaska Natives, African Americans, Asian Americans, Native Americans, Hispanic Americans, and Pacific Americans."

The preparation of students of color for careers in public service has been advanced dramatically by the Public Policy and International Affairs (PPIA) Fellowship Program. Started in the early 1980s by the Sloan Foundation and carried through the 1990s by the Ford Foundation, PPIA was designed to increase the cadre of people of color in the public service professions by recruiting talented college juniors for a summer skill-building institute, and supporting the graduate-level study of these students in participating public policy and international affairs programs. Over 2,000 Fellows have entered PPIA and gone on to demonstrate their excellence in graduate school and on the job.

The study in the following pages, funded by the Ford Foundation and undertaken by the Academy for Educational Development (PPIA administrator for Ford from 1996), has produced telling results regarding the educational and professional experience of PPIA Fellows and alumni:

- PPIA has prepared Fellows to attend the nation's leading public policy and international affairs graduate schools.
- PPIA has provided needed grounding in and exposure to economics, statistics, policy analysis, and domestic/international affairs.
- PPIA has contributed to student success through its links to the world of practice through the curricula and activities of the Junior Institutes and graduate schools.
- Most Fellows who have attended a PPIA Institute eventually have matriculated at the participating graduate schools of public policy or international affairs.
- An overwhelming majority of respondents have found their way into careers in public service.

A companion study undertaken by the Center for Health and Public Service Research of the Robert F. Wagner Graduate School of New York University noted these revealing conclusions about the impact of PPIA Fellows at participating graduate schools:

- PPIA left its mark on the culture of the participating schools through the PPIA Fellows themselves—first, as strong students and second, as leaders.
- PPIA Fellows changed the culture of the participating schools, promoting a diverse environment where all races and nationalities felt a part of the academic community.

The PPIA Program has been a proven success in preparing people of color for professional careers in public service. The PPIA mission, however, did not address the preparation of the workplace to provide an environment conducive to Fellows' talents and potential contributions. Only 42% of the PPIA respondents indicated that their program experience helped them to break through glass ceilings. Anecdotal evidence given by the respondents suggests that race may still factor into the experience of some alumni in advancing up the public service career ladder.

In sum, however, the program has nurtured and given shape to a professional commitment to public service, manifest in the employment of seven to eight out of ten respondents. Even those respondents who indicated that their work was not in public service often noted that they contributed significant service through volunteering.

As the century progresses and the public service profession grapples with the external and institutional challenges, PPIA alumni are bringing excellence, commitment, and vision to the public service workplace. The study that follows helps to tell that story. It is clear, however, that work still needs to be done to benefit from this nation's diverse talent pool.

Paul C. Light
Paulette Goddard Professor of Public Service
New York University, and
Douglas Dillon Senior Fellow
The Brookings Institution

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- The respondents from the 21 institutions who agreed to share their thoughts about PPIA, without whom the institutional survey could not have been written.

Both teams would like to thank the Ford Foundation for its support of the research project. We would also like to thank the PPIA Fellows and Alumni who responded to the participant survey. Their achievements, dedication, and excellence continue to inspire us all, as they chart a course for the new century.

While acknowledging that we take responsibility for the work that follows, we extend our appreciation to those listed on this page for their support for the project and for their contribution to a better understanding of the twenty-year history of an extraordinary program.

Adria Gallup-Black
Phillip Hesser
Sandra Lauffer
Keith MacAllum
Elyce Walker-George
Yvonne L. Williams

1 PART ONE

The PPIA Fellowship Program – Research Findings for Fellows and Alumni

Keith MacAllum, Ph.D., Principal Investigator

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INTRODUCTION

Over 20 years ago, in 1980, the Alfred P. Sloan Foundation embarked on a mission to increase the presence of people of color in public service careers by funding a fellowship program that would prepare its participants for success in graduate school and for leadership roles in public service. In 1989, the Ford Foundation took up that mission, expanding it to include international affairs as well as domestic public policy. With the funding of the final cohort by the Ford Foundation in 1999, the graduate schools of public policy and international affairs continue to follow the model of this program, which has proven both durable and formative.

"The PPIA Program drew some **2,500 FELLOWS** into intensive summer institutes and other experiences designed to enhance their awareness of the range of careers in public service and prepare them to **MAKE A DIFFERENCE** as public policy professionals."

In its two decades of successful operation, the program, known since 1996 as the Public Policy and International Affairs (PPIA) Fellowship Program, and referred to in this report as the PPIA Program, became a well-established model for addressing the underrepresentation of people of color in public service leadership. The PPIA Program drew some 2,500 Fellows into intensive summer institutes and other experiences designed to enhance their awareness of the range of careers in public service and prepare them to make a difference as public policy professionals.

Until now, there has been no systematic evaluation of the entire program's outcomes in terms of the education choices of its participants, their career choices and paths, and their contributions to public service. Did the program make a difference in identifying, attracting, and preparing talented students of color for graduate school and careers in public service? What conclusions can we draw from a program that represents a significant investment of time, energy, and financial resources over the years? What recommendations can we make to those considering such investments in the future? The Ford Foundation supported two previous evaluative study efforts during the period of its funding. The first was a series of cohort-specific (1989-1992) summative evaluations conducted by the Joint Center for Political Studies; the second an "environmental assessment" of the program, by Walter Broadnax and Paul Light, in early 1999. Neither of these was a comprehensive, outcomes-based assessment of the program.

In 2000 and 2001, with funding from the Ford Foundation, the Academy for Educational Development (AED) undertook to gather and analyze the research evidence, draw conclusions, and make recommendations. Through surveys and interviews, the study reached nearly 1,000 program Fellows and alumni. These respondents have reflected on the quality and impact of the program's components, the role of the program in their own educational achievements, and their career histories, some of which now cover more than 15 years.

The results of this research effort will be of interest to a wide variety of people with varying degrees of involvement in and knowledge of the PPIA Program, and of the changing context in which it has evolved. We present in Chapter 1 the background of the program itself. Chapter 2 captures critical issues in the national context that affected the program and its outcomes, including affirmative action, the changing nature of public service, and globalization. Chapter 3 presents the research methodology and samples. The research findings—focused on program quality, educational achievement, career trajectories, and participant contributions to public service—are detailed in Chapter 4. Conclusions drawn from the research are presented in Chapter 5. Chapter 6 outlines recommendations and implications for public policy, directed at the higher education community, program alumni, communities of color, employers, and the philanthropic community.

Survey data yielded some key findings that not only document the program's dramatic impact but also point to the changing nature of public service and its effect on career choices and patterns. Among the findings:

INTRODUCTION

- The high quality of the program was cited to be the critical factor in gaining a graduate degree for well over two-thirds of the sample.
- Of the respondents who had completed their undergraduate coursework at the time of the survey, over 97% had applied to graduate school, and well over three-quarters of the entire sample completed an advanced degree in public policy or international affairs.
- Upon graduation, over half of the respondents' first jobs were with government agencies, and their careers were significantly more stable than were those in the private sector.
- Professional opportunities in public service are not confined to the public sector: a larger proportion of respondents conceive of the work that they perform as public service than the proportion who are in the public sector.

The Fellows' responses demonstrate that the program has shaped their lives and their choices in ways they never anticipated, and that they wish for similar experiences for the next generation of leadership. They urge outreach to young people in primary and secondary school, to expose them to what it means to work in public policy and international affairs. They recognize the importance of networking and mentoring to bring the next generation along. PPIA alumni reflect a commitment to public service, whether in the public sector or, increasingly, in the nonprofit sector. Their career choices often reflect the changing realities of the world around them, but they are solidly grounded in the analytical, quantitative, linguistic, and communications skills needed to deal with the complex challenges and the far-reaching opportunities of the twenty-first century.

The report's recommendations, based on the research findings, focus on assuring that the lessons of this highly successful program will be applied to the nurturing of students so there will be greater numbers of people of color in public service leadership tomorrow.

The terms used in this research report to discuss policy issues and professional fields may need clarification. The broadest term is the public service profession, which we apply to employment in the public sector (i.e., local, state, and federal government agencies), the nonprofit sector (including religious organizations and other non-governmental organizations—NGOs), or international affairs. The latter field may include the foreign service (U.S. Department of State and related agencies), NGOs, and international organizations (the United Nations and related agencies). Contrasted with that broad range of professions and careers is the private sector, including corporations, consulting firms, and other businesses. The study takes note of program alumni who may be employed in the private sector by firms contracted by governmental agencies to perform public service functions. In addition, public service also refers to volunteer service that supports the public and nonprofit sectors. In discussing the education of public service professionals, we refer to graduate schools of public policy and of international affairs. These are the two areas of academic concentration forming the substantive content of graduate study under the PPIA Program.

"When historians write about U.S. graduate education in the 1980s and 1990s in the next century, they will write about PPIA and its impact on **ENRICHING** and **ENLIVENING INSTITUTIONS** of public policy and international affairs."

Reflecting on the PPIA Program, Ernest J. Wilson III, Director of the Center for International Development and Conflict Management at the University of Maryland, has written:

> *PPIA Fellows discuss the debt burden as well as international trade. They examine the environmental health of poor neighborhoods, as well as that of forests. They address "flesh and blood" consequences, as well as policy outcomes. Many of them have experienced the raw end of foreign policy, and all of them bring a "bottom-up" perspective to the discussions on immigration, welfare reform, and gun control. Their views enrich and enliven the discourse of the school, and this is good for those faculty and students who are not people of color. When historians write about U.S. graduate education in the 1980s and 1990s in the next century, they will write about PPIA and its impact on enriching and enlivening institutions of public policy and international affairs.*[1]

Dr. Wilson's statement resonates with evidence presented by the University defendants in the suit against the University of Michigan's use of race as a factor in its admissions decisions. Essentially, the University made the case that the positive effects of a racially and culturally diverse student body extend far beyond the individual minority students selected for university admission. The University cited the work of Patricia Y. Gurin[2], who reports that "students who experienced the most racial and ethnic diversity in classroom settings and in informal interactions with peers showed the greatest engagement in active thinking processes, growth in intellectual engagement and motivation, and growth in intellectual and academic skills...." Such students are also "better able to understand and consider multiple perspectives, deal with the conflicts that different perspectives sometimes create, and appreciate the common values and integrative forces that harness differences in pursuit of common ground."

It is precisely this grounding that all people should bring to their careers, particularly to careers in public service, where the decisions they make and the policies they influence and administer must be consciously reflective of the increasingly diverse society they are intended to serve. It is our hope and intention that these research results will offer guidance and inspiration to all those who recognize the contribution that programs like PPIA make to our common good.

Sandra Lauffer, Senior Vice President and Co-Director
AED Leadership and Institutional Development Group

KEY FINDINGS OF RESEARCH STUDY ON FELLOWS AND ALUMNI

PPIA Program Quality

- The high quality of the program was cited to be the critical factor in gaining a graduate degree for well over two-thirds of the sample.
- A large majority of respondents stated that the program was the "determining factor" in their decision to go to graduate school and "essential" to their obtaining a public policy degree.
- The Junior Institute and the graduate fellowship were consistently cited by respondents as the components they considered most valuable.
- Fellows reported that being part of a network of talented, like-minded peers represented one of the greatest aspects of participation. It was one of the best ways to enhance program participation, and one of the few dimensions in need of improvement.

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EDUCATIONAL ACHIEVEMENT OF PPIA FELLOWS

- The program made a significant difference in the educational careers of its participants. Of the 570 respondents who had completed their undergraduate coursework at the time of the mail survey, over 97% had applied to graduate school. Of them, nearly 99% enrolled.
- Of the Fellows who enrolled in graduate school, 86% enrolled using the program fellowship. Well over three-quarters (78%) of the entire sample completed their advanced degree in public policy or international affairs. That proportion rises to 96% of those who enrolled with a program fellowship.
- Eighty-three percent of respondents reported that participation contributed either "considerably" or "a great deal" to their educational achievements in their graduate field.
- A much higher proportion of Fellows in contrast to a comparison group from the same time period pursued and completed graduate studies in public policy and international affairs.
- Of the 148 respondents who claimed career goals other than public policy, over 88% went on to obtain a graduate degree in public policy or international affairs.

"Eighty-three percent of respondents reported that participation contributed either "considerably" or "a great deal" to their **EDUCATIONAL ACHIEVEMENTS** in their graduate field."

CAREER TRAJECTORY OF PPIA FELLOWS

- Respondents consistently report that the graduate fellowship had the strongest effect on determining their career path, followed closely by the Junior Institute.
- Over half of the Fellows' first jobs (57%) were with government agencies. About one in five took positions in the private sector.
- Between 1980 and 1994, Fellows pursued careers in government at marginally decreasing rates while employment in the private sector rose. This trend reverses itself after 1994.
- The number of Fellows starting their careers in international affairs grew consistently over the course of the program, from two in the first five years of the program to 26 in the most recent period.
- Prior to enrollment, the comparison group tended to have a stronger interest in pursuing careers in public policy and international affairs than Fellows, yet the actual career paths of these two groups follow almost completely opposite trajectories. Fellows pursued public sector careers at far greater rates than the comparison group.

KEY FINDINGS

CAREER MIGRATION

- A modest number of Fellows migrated out of public service careers in government to the private sector. While participation in all government positions declined a total of 11%, the private sector registered a total increase of only 5% between first and current job designations. The greatest degree of migration out of government was at the Federal level.
- A full one third of the sample has made no job change at all. Of those Fellows who made a move, over half reported that they have not changed career sectors. Of those that did change sectors, the principal reason for such a change was a deliberate desire to "obtain multi-sector experiences." "Opportunities for greater remuneration" was ranked sixth.

CAREER ADVANCEMENT

- The majority of respondents reported that participation enabled them to play a leadership role and obtain decision-making authority. One-quarter of the Fellows reported that the program helped them "a great deal" to attain these levels.
- Forty-two percent of respondents reported that the skills and experiences gained through the program helped them "considerably" or "a great deal" to break through "glass ceilings."

"Seven out of ten Fellows indicated that the program contributed "considerably" or "a great deal" to **ACHIEVING** their public service career **GOALS**."

PATTERNS OF PUBLIC SERVICE

- Professional opportunities to perform public service exist beyond employment in government. For each program cohort, a larger proportion of Fellows conceive of the work that they perform as public service than the proportion who are in the public sector.
- Participation in the public sector has declined while participation in public service has remained relatively stable.
- Program Fellows characterized their professional positions to be in public service at higher rates than those in the comparison group.
- With regard to careers, volunteer work, and professional associations alike, Fellows reported public service involvement at higher rates than comparison group members.
- Seven out of ten Fellows indicated that the program contributed "considerably" or "a great deal" to achieving their public service career goals.
- Participation in the program promotes a personal commitment to public service regardless of professional career choice. Forty-six percent of the Fellows who said their careers were not in public service responded that they had contributed "considerably" or "a great deal" to public service through volunteering.
- The academic and social aspects of the program shaped the Fellows' definitions of public service. In some cases, the experience broadened the Fellows' vision of those to be served; in others it helped focus that vision, and provided a knowledge of the institutions serving the public interest.
- Ultimately, however, the program offered an extraordinary opportunity—the chance to make a difference in the lives of others.

"Prior to the Junior Institute, I knew I wanted to go into local government/ public service, but I only had a vague notion of the career options in that field. The Junior Institute really increased my awareness of career options and was the primary reason why I chose to pursue a graduate degree."

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BACKGROUND
OF THE PPIA PROGRAM

Set against the backdrop of the many changes that have taken place in the nation and the world in the 1980s and 1990s, the initiative successively known as the "APPAM/Alfred P. Sloan Foundation Fellows Program," the "Woodrow Wilson Program in Public Policy and International Affairs," and the "Public Policy and International Affairs Fellowship Program" carried out a single mission with one fundamental strategy. The mission was to address the underrepresentation of people of color in the public service professions.

"The program's strategy was to recruit undergraduates of color interested in public service in their junior year,...advance their preparation for graduate school, and **SUPPORT** their **GRADUATE EDUCATION** in public service fields."

The program's strategy was to recruit undergraduates of color interested in public service in their junior year, engage them before and after their senior year in activities to enhance their public service interests and advance their preparation for graduate school, and support their graduate education in public service fields.

The program used a sequence of components to carry out its strategy:

- **Junior Institutes**, held in the summer at five to eight universities, offered participants between their junior and senior years several weeks of intensive study to build on their quantitative and communications skills by exploring public policy questions. These activities gave participants a taste of both graduate study and public policy work.
- **Senior Options and deferral**, which took place following college graduation, enabled Fellows to add to their preparation for graduate school by attending Senior Institutes or a supplementary activity (e.g., language study, internships, additional coursework), or taking a year or two out of school to gain professional experience.
- **Graduate Fellowships** funded program Fellows' study for a master's degree at over 40 graduate schools. Supporting foundations and participating graduate schools collaborated to provide fellowships that covered tuition and other school fees and living expenses.

The participating schools and a designated administrator shared the duties of running the program. The participating graduate schools that hosted the Junior Institutes chose the students who would become Fellows – considering a wide range of criteria that included academic achievement, public policy and/or international affairs interests, record of community and public service, and demonstration of leadership – and designed and conducted the Institutes. The administrator coordinated recruitment, developed digital and print media, disbursed funds, and served as primary contact with the Fellows and personnel of the participating schools where Fellows did their graduate study. The program's flexible structure enabled it to adapt to the changes in graduate education and the public service professions that took place during the history of the program.

ORIGINS OF THE PROGRAM

The Alfred P. Sloan Foundation initially funded its fellows program in 1980, with the purpose of "increasing minority representation at decision-making levels in the public sector."[3] The Association for Public Policy Analysis and Management (APPAM) administered the program through member institutions. Fellows entered the program by taking part in Junior Institutes at one of eight participating institutions. After their senior year, they participated in one of two Senior Institutes hosted by two participating institutions, and then began graduate school in the fall.

By the end of the Sloan Foundation's eight-year funding cycle, approximately 1,000 students had participated in the program and over 600 Fellows had entered or would soon enter graduate school to receive master's degrees in public policy fields. In 1988, program alumni organized the Coalition of Minority Policy Professionals (CoMPP), a nonprofit organization of former program Fellows and other public service professionals of color. In the next 12 years, CoMPP organized national conferences, a program evaluation, and local activities in chapters in New York, New York; Washington, D.C.; Chicago, Illinois; and Los Angeles, San Francisco, and Sacramento, California.

NEW FUNDING, NEW PRIORITIES

In 1989 the Ford Foundation commissioned a report, *Increasing the Representation of Blacks and Latinos in the Profession of Public Policy*.[4] The findings of this report led Ford to become the primary funding source for the program. In addition, the William and Flora Hewlett Foundation, the Edna McConnell Clark Foundation, the Philip D. Reed Foundation, and the Rockefeller Foundation supported the program. The Woodrow Wilson National Fellowship Foundation (WWNFF) was selected as administrator, and the program was renamed the Woodrow Wilson Program in Public Policy and International Affairs (Wilson Program). A National Advisory Committee composed of deans and other academic personnel from the participating institutions was formed to advise WWNFF on administrative issues.

The Wilson Program underwent several modifications. When it became clear by the late 1980s that public policy students must be competent to deal with international as well as domestic issues, the program introduced an international component through the Association of Professional Schools of International Affairs (APSIA). International curricula were added to the Junior Institutes; Fellows could opt to do language study, international internships, or a Senior Institute in international affairs for Senior Options; and the graduate fellowship could be used to attend one of the APSIA schools.

In addition, the Wilson Program made changes in other areas, for example, reducing the number of Junior Institutes and expanding options available to graduating seniors. As under the Sloan Program, however, the culminating experience of the program was the graduate fellowship. A major difference between the Sloan and Wilson programs was the deferral option. To gain professional experience and enhance competitiveness for graduate school, a Wilson Fellow could defer one year before going on to graduate school.

NEW DIRECTIONS

In December 1994, as the Ford Foundation came to the end of its initial funding commitment, a Policy Board convened to discuss future directions for the program and prepare a report to the Ford Foundation. In July 1995, the Policy Board issued "Keeping the Window of Opportunity Open," outlining its conclusions about the accomplishments of the program and suggesting several administrative and policy changes. With support from the Ford Foundation for its recommendations, the Policy Board gave the program a new name, the Public Policy and International Affairs (PPIA) Fellowship Program, and enacted several new provisions.

To increase the number of participants interested in international affairs, PPIA set and subsequently reached a goal of a minimum one-third of incoming Junior Institute participants with international interests. In financing the graduate fellowship, PPIA permitted the funding of joint degree programs (e.g., business administration or law coupled with the PPIA fields of public policy or international affairs) at half of the regular funding amount. In addition, the program extended deferrals to two academic years.

At the same time, the Policy Board selected the Academy for Educational Development (AED) as administrator for the program, as of June 1996. As PPIA administrator, AED placed special emphasis on raising the profile of the program and enhancing communications among all the stakeholders. These activities included:

- publishing *ourstory*, a PPIA viewbook to mark the accomplishments of the program and the Fellows who had participated in it;
- organizing PPIA national conferences in 1997 and 1999 where Fellows and alumni came together to address policy questions of national importance; and supporting regional conferences in 2000 and 2001 organized by Fellow/alumni groups enabling them to take the first steps toward forming an alumni organization;

- establishing a new program Web site (www.aed.org/ppia) with online applications for prospective Fellows, special intranet sites for Fellows/alumni and participating university personnel, and an online database of Fellow/alumni information;
- establishing a listserv for Fellows and alumni that enabled the administrator to send e-mail messages announcing various events and career opportunities;
- creating a program database that facilitated disbursements to participating schools, program reporting, and Fellow/alumni outreach.

As a result of these activities, interest in the program remained strong from applicants and institutions alike. After 1996—in spite of challenges to affirmative action—the number of PPIA participating institutions climbed from 33 to 41 schools of public policy or international affairs on 37 campuses across the country, and the cumulative number of program Fellows grew to over 2,500.

In the 20 years of its existence, the PPIA Program became more international, expanded opportunities for Fellows to design their own post-senior year activities, provided for deferrals from entering graduate school to allow for on-the-job experience, networked Fellows through e-mail listservs and conferences, and offered more graduate school choices. It also built up a wealth of experiences in the Fellows, a richness reflected in the findings of this study.

"After 1996—in spite of challenges to affirmative action—the **NUMBER OF PPIA PARTICIPATING INSTITUTIONS CLIMBED** from 33 to 41 schools of public policy or international affairs...."

II.

THE PPIA PROGRAM
IN A CHANGING WORLD

From its founding, the PPIA Program has been at the center of significant national changes. For example, the critical issues, and even the vocabulary of underrepresentation evolved from *civil rights* to *affirmative action* and *diversity*. The profile of a public service career changed from lifetime government employment to *periods* of government employment, often interspersed with stints in the nonprofit or even the private sector. Today's public service professional is as likely to have an MPP, MPA, or MAFS as a PhD or a JD. A public service career of 2001 is more likely to require a global perspective or even service abroad.

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Three issues illustrate the nature of these changes:

- the continuing commitment of U.S. higher education institutions to affirmative action in admissions and financial assistance in the face of policy challenges;
- the changing nature of public service and public service education; and
- the increased awareness of globalization and the resulting need for international content in the preparation of all public service professionals.

AFFIRMATIVE ACTION

From the arrival of the first African slaves on American shores in 1619 to the last decades of the twentieth century, the nation has wrestled with the consequences of this history. Slavery, emancipation, reconstruction, "Jim Crow," lynchings, "separate but equal," desegregation, civil rights, affirmative action, and diversity are words that symbolize key phases of this struggle. Education and employment have been at the center of the ongoing controversy.

Affirmative action policies emerged when it became clear that the winning of Constitutional rights in the courts did not automatically produce change in the schools or in the workplace. The nation came to recognize that it must move beyond mere nondiscrimination to affirmative measures to assure equal access and opportunity. The civil rights movement won a series of legal decisions and regulatory actions in pursuit of these goals. Critics asserted that the implementation of equal opportunity policies risked denying opportunity to individual whites. This "white backlash" challenged affirmative action as "reverse discrimination." Responding to such a challenge, the 1978 United States Supreme Court decision in the *Bakke* case recognized the legitimacy of including race as one of several factors taken into consideration in admitting students to universities.

During the 1960s and 1970s, many universities initiated policies designed to increase the enrollment of students of color, recognizing the importance of such measures both for the educational value of a diverse student population and to help meet society's growing need for a trained and diverse workforce and leadership cadres.[5] By mid-1987, however, the Commission on Minority Participation in Education and American Life, led by former Presidents Gerald R. Ford and Jimmy Carter, found that "America is moving backward—not forward—in its efforts to achieve the full participation of minority citizens in the life and prosperity of the nation."[6] Launched by the American Council on Education and the Education Commission of the States, the Commission on Minority Participation warned that failure to address these disparities risked compromising the nation's quality of life and standard of living and threatened its national security.

Parallel to these developments, the discussion of race and ethnicity in the United States was evolving from a black-white paradigm to one which encompassed a range of groups who came to be referred to as "people of color." Native Americans added their voices. Poet and Professor Elizabeth Cook-Lynn, a member of the Crow Creek Sioux Tribe, objected that public discourse "puts everything in a civil rights mode, ignoring the treaty rights model which is the true basis for American Indian history."[7] The term "interracial" was gradually replaced by terms such as "multicultural" and "multiethnic."

This change reflected two forces: changing demographics through increased immigration from Latin American and Asian countries, and changing consciousness of these immigrant groups with respect to their standing in American society. For example, despite efforts to cast Asian Americans as the "model minority" and to win their opposition to affirmative action, 61% of Asian Americans voted *against* California's 1996 anti-affirmative action Proposition 209. Vietnam-born PPIA Fellow

"**AFFIRMATIVE ACTION POLICIES** emerged when it became clear that the winning of Constitutional rights in the courts did not automatically produce change in the schools or in the workplace."

Kieu-Anh King stated: "It is unusual to see people of color in positions of authority here [at Berkeley], which can be discouraging. . . . Holding everybody to equal standards is something everyone is in favor of on one level. But looking at the classroom climate and the lack of diversity here, you see the need for affirmative action."[8]

The universities that founded PPIA were responding to the fundamental inequities they saw in both the education and the employment of minorities. "The representation of minorities in government," they observed, "is largely confined to the lowest levels of the career services: at the middle and especially the top salary and responsibility grades, in fact, most government agencies report that they have both failed to accomplish internal equal employment opportunity goals and that the numbers of persons of color entering the middle and top ranks is declining."[9]

The universities confronted a daunting challenge in March 1996, when the United States Court of Appeals for the Fifth Circuit (Texas, Mississippi, Louisiana) decided the *Hopwood v. Texas* case, barring the use of race or ethnicity as a factor in deciding admissions to the University of Texas Law School. The decision rejected the standard established in the *Bakke* case. *Hopwood* was followed in November 1996 by the passage of Proposition 209 in California, and in 1998 by the passage of Initiative 200 in the state of Washington, both barring affirmative action. In addition, two private lawsuits against the University of Michigan attacked affirmative action admissions policies in that university's undergraduate school and in the law school. In December 2000, a U.S. District Court judge held that the University of Michigan had "a compelling interest" in maintaining diversity. However, a March 2000 decision found the law school's admissions policies unconstitutional. Oral arguments of both cases took place on December 6, 2001. Even as the debate continues, the universities participating in the PPIA Program—except where explicitly prohibited by law—have continued active affirmative action recruitment and admissions policies.

THE CHANGING NATURE OF PUBLIC SERVICE

The most dramatic change in public service over the life of the PPIA Program has been described by Paul Light as "the end of government-centered public service and the rise of a multi-sectored service to replace it."[10] This change reflects many factors: a weak recruitment and hiring system, especially at the federal level; the perception that government work is not satisfying; downsizing in the federal government; declining public trust in government; increased outsourcing of government work to private firms; and increased private sector recruitment of policy school graduates.

Given all of these changes, how does the "old" public service compare to the "new" public service? Dr. Light draws the following profile:

- The new public service professional is more likely to enter private or nonprofit sector jobs, attracted by the expectation of challenging work and an opportunity to grow.
- The new public service professional is more likely to change jobs and sectors more frequently.
- Both the old and the new public service professionals are highly motivated by a desire to serve.

Another perspective on the public service profession would question the fundamental public perception of the field of public policy analysis. Former APPAM president Beryl Radin observes: "It is obvious that policy analysis has not gained a place in the world of professions equal to that of law, medicine, or engineering. Both practitioners and students of the field are likely to confront blank stares from family members or casual acquaintances" when they describe themselves as a "policy analyst."[11] Radin believes that one reason for this lack of public appreciation for the field of policy analysis is "the inability of this field to define itself in the context of a changing economic, political, and social environment."

While students and practitioners of policy analysis may encounter blank stares from the public, they receive an increasingly warm reception from recruiters in the private sector. The private contractors who have taken on a greater part of the government's work have become "a new competitor for talent," in the words of Paul Light.[12] Light adds that these recruiters offer attractive signing bonuses to students in the field and the chance for rapid advancement. He cites the increase in contracting opportunities (excluding NASA and the Department of Energy) as growing steadily from 650,000 full-time jobs in 1984 to over one million jobs in 1996.[13] In the changing environment described by Radin, professionals in policy analysis are a valuable human resource in the new public service. These trends are reflected in the career paths of the PPIA Program Fellows.

EDUCATION FOR PUBLIC SERVICE

The nation's graduate schools of public policy took the initiative in founding a program to address the underrepresentation of people of color in public service professions. In a seminal article published in 1996, the late Donald E. Stokes, University Professor of Politics and Public Affairs at Princeton University and former APPAM and APSIA president, observed that "[u]niversity education for public service has, from its inception, been formed by a vision of the needs of government and of our society."[14] Stokes traces the evolution of the field over a century in response to changing visions of governmental and societal needs. Initially, schools of public administration emerged to address the need for administrators with specialized professional competence "to preserve accountability while breaking the corrupt grip of the party machines on city administrations."[15] The Maxwell School at Syracuse University and the public administration program at the University of Michigan emerged during this period.

The New Deal and the Second World War eras saw increased awareness of the demands of policy content and not just its administration. A *public affairs* emphasis followed, reflecting a separation of "policy" from administration. The *public policy* wave emphasized various analytic techniques intended to optimize choices available to government. Developments in computer technology permitted the manipulation of what the standards of the day considered large data sets "in ways that had been unthinkable in the past."[16]

By the Johnson administration of the 1960s, offices staffed by professionals with sophisticated analytical capabilities were located throughout government. During the late 1960s and 1970s, the first graduate programs in public policy were instituted at Harvard University, the University of California at Berkeley, Carnegie Mellon University, the University of Minnesota, and the University of Texas at Austin. Over the course of the 1970s, Radin notes, there was an "institutionalization and proliferation of policy analysis" throughout federal departments.[17] Graduates of public policy schools came to occupy many of these positions.

A by-product of the growth of the policy analysis approach in government was the increased demand for such professionals in organizations outside government, including think tanks, policy research organizations, and private sector firms affected by government policies. In addition, the devolution of responsibilities and power from federal to state and local governments gave rise to a need for policy analysis professionals at those levels.

Stokes's final phase was marked by a stress on outcomes, looking beyond the federal government to state/local/regional/global, and transcending government to independent and private sector partnerships:

> *Today we define our educational mission as one of attracting students who have a profound commitment to the public interest; of reinforcing this commitment, . . . as we also equip them with additional skills and knowledge; and then sending them on to careers in which they pursue the public interest in widely diversified and changing career settings. Some do indeed pursue the public interest as career civil servants. But some pursue the public interest as elective or appointive officials, as leaders in the independent sector, or as entrepreneurs and managers in the private sector . . . A number move across the thresholds between the several levels of public service—international, national, regional, local—some . . . more than once.*[18]

The creation of APPAM in 1978 brought together the graduate schools of public policy, as well as individual professionals working in think tanks and universities. From a modest beginning to a constituency of 70 organizations and 1,800 individuals by the 1990s, APPAM has been a forum for reflection on the changing nature of public service and on the best academic preparation for public service professionals.

"With the beginning of Ford Foundation funding and with the co-sponsorship of APSIA graduate schools, the program flowed into the rising tide of GLOBALIZATION."

It was clear by the late 1980s that public policy students must also be prepared to move between domestic and international borders. APSIA was founded and joined the PPIA Program in 1989. APSIA's mission was "to train students to lead in a world where nations are increasingly linked in matters of peace and war, business and commerce, and the development and sharing of human and natural resources." Playing a key role in training international affairs professionals, APSIA sought to prepare students for "the global workplace of the twenty-first century by combining multidisciplinary, policy-oriented, intercultural studies with career development."[19]

PUBLIC SERVICE IN THE AGE OF GLOBALIZATION

I believe this new system of globalization constitutes a fundamentally new state of affairs . . . There are a lot of people who are going to have to go back to school. I believe it is particularly important for . . . strategists . . . to think like globalists. There is increasingly a seamless web between all of these different worlds and institutions, and . . . strategists need to be as seamless as that web. Unfortunately, in . . . academe, there is a deeply ingrained tendency to think in terms of highly segmented, narrow areas of expertise, which ignores the fact that the real world is not divided up into such neat little beats and that the boundaries between domestic, international, political and technological affairs are all collapsing.[20]

Linked to the APPAM graduate schools of public policy, the PPIA Program had a largely domestic orientation during its first eight years. With the beginning of Ford Foundation funding and with the co-sponsorship of APSIA graduate schools, the program flowed into the rising tide of globalization. The need to internationalize higher education was already a lively issue. In 1989, the American Council on Education's Commission on International Education received a grant from the Ford Foundation and other funders to examine the state of international studies in undergraduate schools. The study, conducted by Richard Lambert of Johns Hopkins University, was initiated in response to concerns with U.S. citizens' perceived lack of knowledge of foreign languages and cultures. Through surveys, site visits, course analyses, and transcript analyses, the study reached broad conclusions with respect to study abroad, foreign language instruction, international studies courses and concentrations, and institutional priorities.

The study's findings provide insights into the institutional context in which the PPIA Program began and evolved. The report found that the proportion of American students who study abroad was far too low "in all but the most prestigious private liberal arts colleges." It recommended that the overall number increase, with special emphasis on those underrepresented student groups. The report recognized the deficits in language instruction and called for increased enrollment in foreign languages, and overall improvement in the quality of instruction. Finally, the report encouraged colleges to devise international studies programs to prepare students—particularly students in the sciences, the professions, or in community colleges—for an increasingly interdependent world. At the same time, it encouraged colleges to provide sufficient content to prepare students for specialized graduate studies and not to limit offerings to general intellectual enrichment.[21]

In addition to these institutional factors, the Lambert Commission also analyzed the issues from an individual perspective. For example, study abroad is one of the key experiences leading students to be aware of and to consider pursuing an international career. In reviewing why students choose to study abroad, the Lambert Commission found that certain factors predominate. First, most students who study abroad have parents with high educational level, high occupational status, and high income. ". . . [M]en, part-time students, minorities, members of lower socioeconomic classes, and natural science and applied and professional

majors are underrepresented among students going abroad for study. . . . The person most likely to go abroad is a white, female, middle class, full-time student majoring in foreign languages, history, or the social sciences at a liberal arts college."[22]

Racism continued to be a limiting element. In a 1997 article in the *Chronicle of Higher Education*, Allan Goodman reported on his study of minority group officers at the former U.S. Information Agency. He found the officers "so discouraged by glass ceilings and personnel practices that limit their chances for career-advancing assignments, promotions, and awards, that leaders of our diplomatic corps may be able to recruit few members of minority groups in the future."[23] Complaints included being relegated to "soft issues" and to postings offering little advancement to senior levels.

Finally, international affairs careers are equally—if not more—subject to the lure of the private sector. A September 5, 2000, *New York Times* article noted the State Department's increasing frustration in having applicants who have passed the Foreign Service examination decline to accept an appointment, preferring to work in the private sector. The examples cited in the article included both white and minority applicants. The opening example described the dilemma of a 32-year-old African American woman employed by the State Department. Upon completing an assignment as a senior aide to the National Security Advisor, based in the West Wing of the White House, the woman opted to go into the private sector.

> *Instead of returning to the State Department and a future of writing cables that she felt nobody important read, she took her passion for foreign affairs to an Internet company. She is a prime example of what policy experts say is a crippling problem at the State Department: talented diplomats are leaving for careers that they believe have more power and prestige in the new global economy. And college graduates who used to rush to take the Foreign Service exam no longer bother.*[24]

By virtue of its central mission, the PPIA Program operated in a complex and dynamic arena. It has stood at the vortex of some of the most challenging changes in American society and the world: affirmative action, the "new" public service, and globalization. Perhaps it is fitting that those who would be leaders and change agents are forged in the crucible of change.

III.

RESEARCH
METHODS AND SAMPLES

Brief Overview of Methodology

The overall goals, design, and parameters of this study were developed in collaboration with the Ford Foundation and a panel of research advisors. (See Appendix C for a list of those advisors.) To obtain a comprehensive understanding of the program and its effects, AED collected information from program participants using a mail survey and telephone interviews. Where appropriate, data from prior studies and relevant research was introduced to augment the analyses.

Surveys were mailed to all of the Fellows who participated in the program over the last two decades for whom AED had addresses (n = 2,475).[25] Six hundred and eighteen packages were returned due to bad addresses. The initial survey mailing, followed by five follow-up activities, yielded a total of 824 completed surveys returned on time, representing an overall response rate of 34% (or 44% after deducting the bad addresses from the eligible respondent pool). An additional 98 surveys arrived too late to be included in the analytical sample but were referenced when compiling qualitative data. The source of all quantitative data presented in this report is the PPIA mail survey of 2000 (n = 824), unless otherwise noted.

In order to evaluate the impact of the program on Fellows, a comparison group was identified. Program administrators maintained relatively complete contact information for all PPIA applicants between the years 1996-1998, inclusive. After considering available options, it was determined to use this pool of applicants to conduct the comparative analyses. This pool provided the best opportunity to compare applicants who did not participate in the program with subsequent Fellows from the same program years. With respect to applicants, 121 questionnaires were returned, representing a response rate of 11%.

The research team sought to determine the comparability of the Fellow and applicant samples. We were particularly concerned that variations in college academic achievement might account for observed differences in graduate school outcomes. As discussed in Chapter 1, each participating school established a set of criteria to identify and recruit program Fellows. According to program administrators, educational achievement was only one of several qualities that entered into this determination. In other words, the ensemble of qualities would determine the choice of Fellows, an ensemble that could make the result much different than if the choice were determined solely by educational achievement or any other single criterion. Given the range of variables, program administrators observed that one would be likely to find as much variation in academic achievement within the two samples as between them.

Telephone interviews were used to collect in-depth information from a purposively drawn sample of 100 Fellows. Three subgroups of Fellows who completed the mailed surveys were identified: long-term employed, private sector employed, and recent Junior Institute completers. Each subgroup answered questions aimed at gathering specific information about career trajectories, private sector employment, or early career experience, respectively.

The information collected through the mailed survey and the telephone interviews provided rich data on the program, its effects, and how both have evolved over time. While the analyses that follow rely heavily on the quantitative data from the survey and interviews, we have tried to provide a richer sense of the program experience by including some of the words of the Fellows themselves. A complete summary of research methods, challenges, and strategies can be found in Appendix A.

DEMOGRAPHICS OF THE RESEARCH SAMPLES

The mailed survey resulted in a large sample that includes respondents from every program year. The telephone interviews, which had a 100% completion rate, generated a wealth of qualitative data. The response rate from applicants exceeded expectations. As a result, the research team had large, diverse, and rich data sets for analysis.

The demographics of the Fellows sample are shown in Figures 1a and 1b. Women comprise a 57% majority of the sample. African Americans make up slightly more than one-third, Hispanic/Latino Americans slightly less than one-third, and Asian Americans just under one-quarter of the total sample. Native Americans and Pacific Americans comprise 2% and 1% of the sample, respectively. (For ease of presentation, statistics are rounded off to the nearest whole number throughout this report.)

"The response rate from applicants EXCEEDED EXPECTATIONS. As a result, the research team had large, diverse, and rich data sets for analysis."

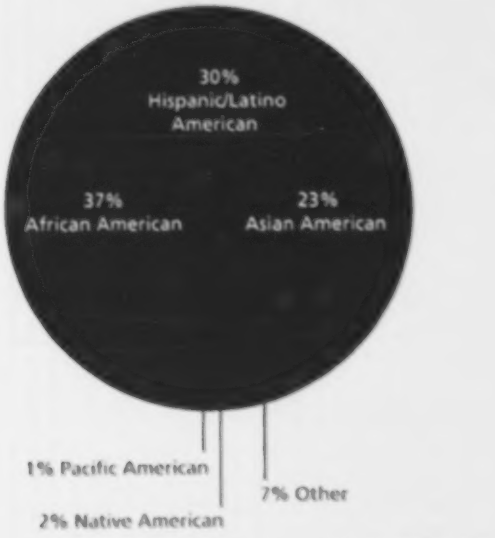
Fig. 1a

Gender Composition of the Sample (%)	
Male	43
Female	57

Source: AED survey; n=824 (n=824 throughout, unless otherwise noted)

Fig. 1b

Racial/Ethnic Composition of the Sample (%)



Source: AED survey

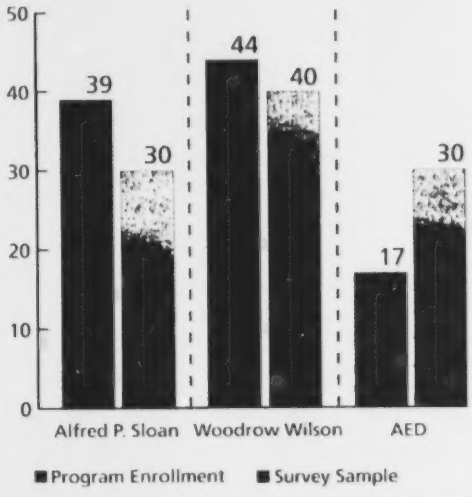
Because all Fellows attended the Junior Institutes, the research team used year of Junior Institute as its baseline indicator of program participation. Every year of the PPIA Program is represented in our sample. Although years prior to 1985 had notably lower response rates, this was an expected function of out-of-date addresses and distance from the program experience.

THE THREE PROGRAM ADMINISTRATION ERAS

The Program has been administered by three different organizations: the Alfred P. Sloan Foundation, the Woodrow Wilson National Fellowship Foundation, and the Academy for Educational Development. Each of the three eras is adequately represented in the sample. However, because the AED era is the most recent, it has the cohort with the highest proportion of accurate addresses, and is therefore over-represented in our sample. (See Figure 2.)

Fig. 2

Program Enrollment and Sample Size (%)



Source: AED survey

UNDERGRADUATE INSTITUTIONS

Prospective participants applied to the program while juniors in college. With respect to educational and geographical representation, the sample is remarkably diverse. The 824 program Fellows in our sample attended 225 different undergraduate institutions in 39 states and Puerto Rico. The sending school with the highest level of representation by far is the University of California at Berkeley, with 107 Fellows in our sample. Other schools with a dozen or more Fellows in the sample include the University of California at Irvine (23), Harvard University (21), University of Washington (21), University of California at Los Angeles

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(19), University of California at Santa Cruz (19), Yale University (14), Arizona State University (13), Brown University (13), Occidental College (12) and Pomona College (12).

COMPARISON SAMPLE

As mentioned earlier, we were able to construct a comparison group of program applicants who applied for entry into the program between 1996 and 1998 but who did not enroll, either because they were not accepted or because they chose not to attend. For analytical purposes, we compared this group to the Fellows who enrolled in the program during the same time period. As our comparison group, we would expect to see the applicant sample closely match the Fellows sample along key demographic variables of gender and race. With respect to gender, the samples are closely comparable. We note for future reference that with respect to race, the applicant sample has a much smaller proportion of African Americans and larger proportion of "other." The two samples are comparable across the remaining racial categories. (See Figure 3.)

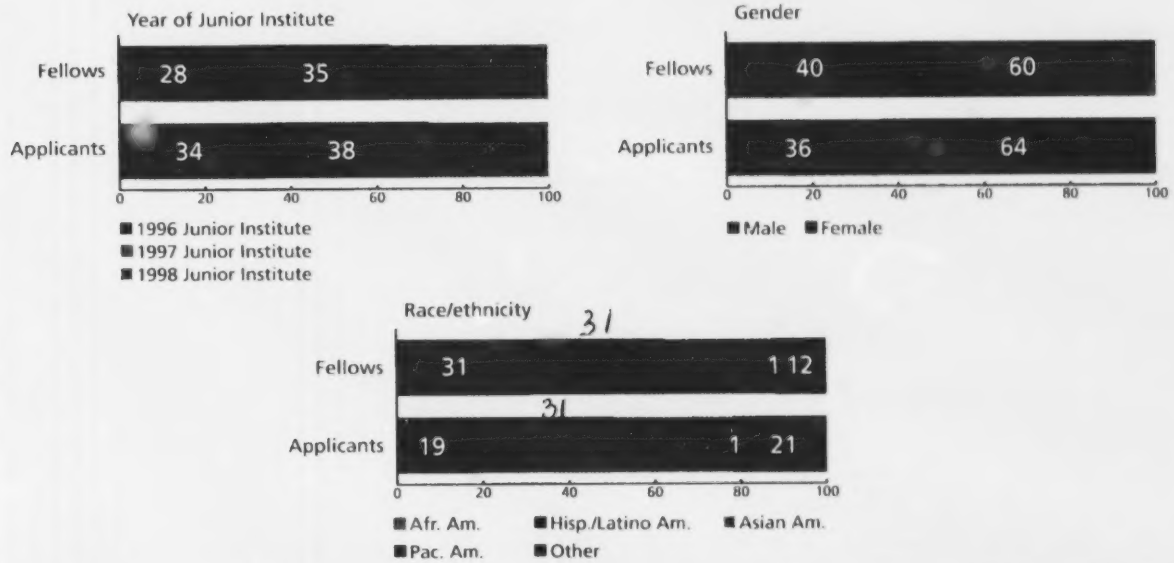
CHANGES IN ETHNIC AND RACIAL COMPOSITION OVER TIME

One question the research team wanted to answer was whether the racial composition of the cohorts changed over time. As Figure 4 indicates, racial composition has become increasingly evenly distributed. African Americans comprised the largest proportion of Fellows in our sample for the first ten years of the program. Both Asian American and Hispanic/Latino American representation has steadily increased over the course of the program,[26] with Hispanic/Latino Americans making up the largest proportion of the most recent cohort years.

While participating schools may have taken deliberate steps to increase representation of Asian American and Hispanic/Latino American students in the program, the observed changes are probably due to corresponding changes in college enrollment that took place between 1980 and the present.[27] Both Hispanic/Latino American and Asian American students increased college enrollment over that period of time. College attendance of Asian Americans rose the fastest, jumping from 2.4% of total enrollment

Fig. 3

Demographics of the Fellows Subsample/Applicant Sample (%)



Source: AED survey; n=172 fellows, 111 applicants

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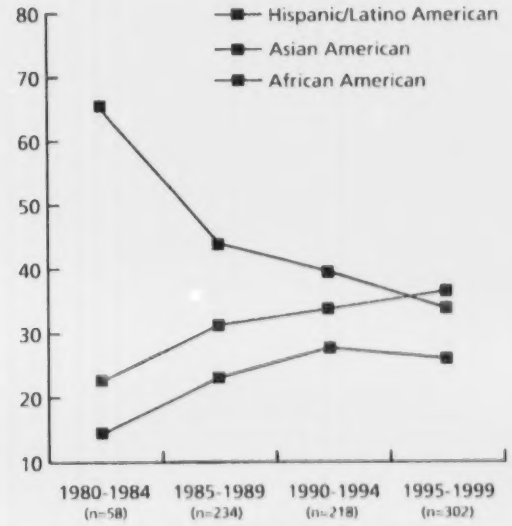
Fig. 4

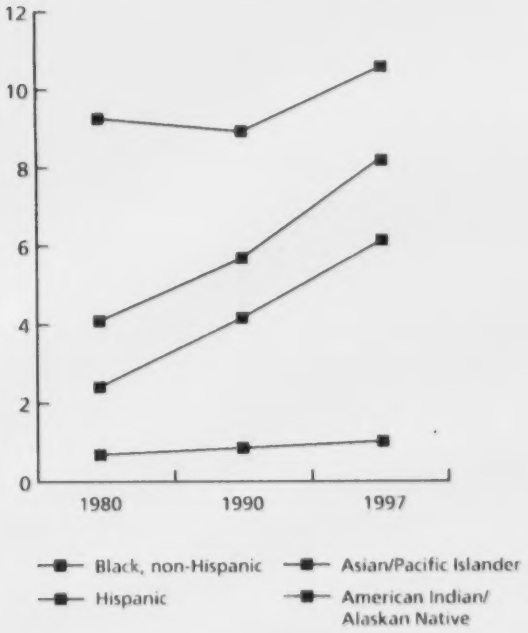
Racial Composition of Sample (%)



Source: AED survey (12 fellows did not indicate year of Junior Institute)

Fig. 5

Fall Enrollment in Institutions of Higher Education by Race/Ethnicity (%)



Source: U.S. Department of Education, 1998

in institutions of higher education in 1980 to 6.1% in 1997. During the same period Hispanic/Latino American representation in college more than doubled, increasing from 4.0 to 8.6%. In contrast, African American enrollment rose only slightly from 9.4 to 11.0%. Moreover, college enrollment among Hispanic/Latino American and Asian American populations increased at an even more dramatic rate in California, which sent more students than any other state to the program. Figure 5 presents the proportional changes in college enrollment during most of the relevant program years.

RACIAL/ETHNIC AND GENDER DIFFERENCES

Subsequent analyses took into consideration the potential differences in program experience and post-program outcomes that may be related to the Fellows' race/ethnicity and/or gender. Despite extensive comparative analyses, virtually no gender differences were found and few racial differences emerged. Where differences were observed, we discuss them in the following sections.

"I knew I wanted to do public service work. However, I was unclear of how or what the end result would be. The (PPIA Program) made it all easier, and—most importantly—immediately possible."

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IV.

RESEARCH FINDINGS

This chapter presents the results from the mail survey and telephone interviews. The chapter is comprised of five analytical sections focusing in turn on analyses of program participation, Fellows' impressions of program quality, educational achievement of Fellows, the career trajectories of Fellows, and the changing patterns of public service. Conclusions based on these findings are presented in the next chapter. A summary of major findings is presented on pages 59, 60, and 61.

Program Participation

This section focuses on the Fellows' overall PPIA Program experience and their impressions of the Junior Institutes, Senior Options, deferrals, and graduate fellowships. It examines why Fellows were drawn to the program, the degree to which Fellows took part in the program components, the extent to which the program attained its desired outcomes according to the Fellows, and the ways in which the Fellows would have improved the program.

ENTRY INTO THE PPIA PROGRAM

What attracted students to the program and what were their experiences? According to the career trajectory telephone survey, many Fellows sought out the opportunity to receive a graduate fellowship in public policy and international affairs —several noting that it was very "attractive." A nearly equal group of Fellows was specifically attracted to the Junior Institute's focus on public policy and international affairs, reflecting one Fellow's observation that "I did not have to wait until grad school to do something" in the two fields. Other Fellows decided to apply for the program on the recommendation of a professor, mentor, or peer. In short, as seen by one Fellow who cited interests in public policy and the choice of schools, entering the program was an easy "no brainer" of a choice.

PARTICIPATION IN PROGRAM COMPONENTS

As the point of entry and the core academic experience of the program, the Junior Institute had 100% participation. Over 80% of Fellows took advantage of the program's graduate fellowship to earn a degree in public policy or international affairs. Among those who did not exercise the fellowship option, several chose a variety of other graduate fields outside the program, including law school or business school or received other fellowship grants including the Rhodes Scholarship and the Truman Fellowship.

Over the life of the program, graduate schools increasingly expected applicants to demonstrate prior relevant work experience. Reflecting a program goal of enhancing Fellows' competitiveness to win admission to their graduate school of choice, especially schools of international affairs, the program expanded the range of activities, referred to as "Senior Options," for which Fellows could receive support in the summer following graduation. Similarly, the program increased the number of years students could defer entry to graduate school. In line with these programmatic changes, over one-half of the Fellows participated in a course, internship, or other summer activity. Well over one-third exercised the deferral option. (See Figure 6.)

Fig. 6

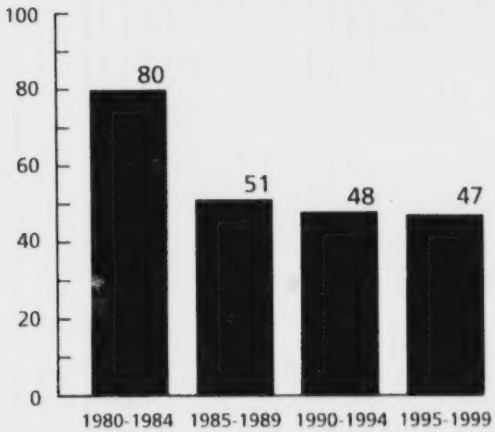
Participation in Program Components (%)	
Junior institute	100
Senior institute/Senior option	51
Deferral	40
Graduate fellowship	81

Source: AED survey

Figures 7a, 7b, and 7c present the levels of participation in each of the major program components corresponding to five-year cohorts. (Throughout the analysis, comparative data is presented corresponding to four five-year groups or cohorts, providing systematic opportunities to observe changes over time. Since a substantial fraction of the most recent program cohort was either still in college, involved in deferrals, or in the process of applying to graduate school at the time of the analyses, these percentages are subject to subsequent adjustment, as noted with light shading.)

Fig. 7a

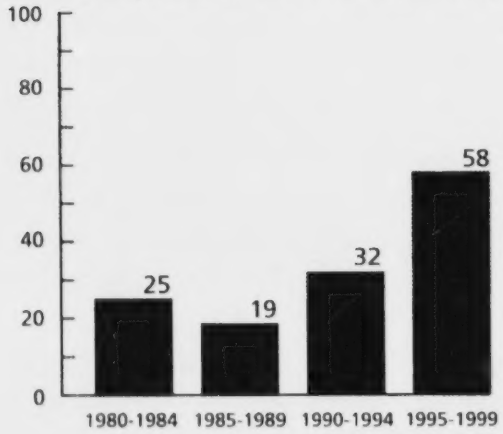
Participation in Senior Institute/Senior Options (%)



Source: AED survey

Fig. 7b

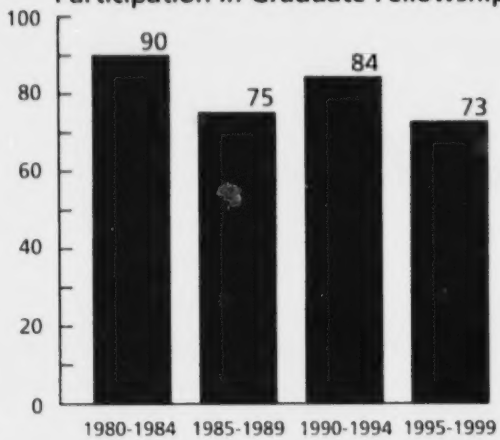
Participation in Deferral Activities (%)



Source: AED survey

Fig. 7c

Participation in Graduate Fellowship (%)



Source: AED survey

Rates of program fellowships fluctuated slightly over the four cohorts, but remained quite high throughout the course of the program. More interesting, perhaps, is how these figures highlight changes in the Fellows' participation that appear to correspond to policy changes that were made over the course of the program. For example, the Senior Institute/Senior Options statistics reflect the initial requirement that all Sloan Fellows attend a Senior Institute before attending graduate school.

Likewise, the deferral rate shows an increase resulting from a policy change and the circumstances that drove that change. As previously discussed, graduate schools increasingly expected applicants to demonstrate prior relevant work experience. For this and other reasons, many Fellows of the early stages of the program regretted that they were not encouraged to apply for deferrals. One Fellow felt that she "had to take the fellowship immediately or I would have missed the opportunity." Another Fellow felt "rushed and wished that I had received a deferral." These tensions were reduced after 1995 when the deferral policy was liberalized. One Fellow who benefited from the new policy called taking a year out "the best decision I could have made."

KEY FINDINGS

PROGRAM PARTICIPATION

- **Participation in Senior Options declined after the Senior Institute was no longer required.**
- **Participation in deferrals increased significantly after the policy was liberalized in 1995.**
- **Participation in graduate fellowships fluctuated slightly while remaining quite high throughout.**

PPIA31

Fellows' Impressions of Program Quality

Fellows and alumni responded positively to questions about PPIA Program quality, both in offering general comments about the program and in evaluating the individual program components. This pattern was repeated across analyses of the quantitative survey questions, qualitative comments to open-ended survey questions, and telephone interviews. As one might expect, given the different structures and policies of each phase of the program, there was variation in respondents' experiences across components. Nevertheless, Fellows agreed that some components were more influential and valuable than others with respect to building career awareness, gaining access to graduate school, and inspiring pursuit of public service. No perceptible differences along gender lines in terms of their impressions of program quality were observed, suggesting the nature and structure of the program served the needs of men and women equally well.

OVERALL PROGRAM QUALITY

We begin by examining the participants' impressions of overall program quality. Research questions provoked strong positive responses from Fellows on the quality of the program in general. A large number expressed gratitude for the opportunity to participate. Few offered any suggestions for program improvement. When asked what they gained personally from participation the common themes were "self-confidence," "opportunity," and "a powerful network of friends, professionals, and resources."

The mailed survey included questions that asked respondents to address specific outcomes in their overall assessment of the program. We asked participants to reflect on six possible ways they were affected by participation in the program (See Figure 8.) As with all such questions in the survey, response categories ranged on a five-point scale from "not at all" to "a great deal."

For every dimension of program quality, the most frequently marked response category was "a great deal." For example, over one-half of the respondents reported that the program improved their career awareness "a great deal." In particular, the quality of the program appeared to be the critical factor in gaining a graduate degree for well over two-thirds of the sample. Even the aspect of the program that received the lowest rating, "opportunity for peer networking," was ranked favorably by 64% of the respondents, when the two highest of the five response categories were combined. (For ease of presentation, we have employed the convention of combining the two highest response categories into a single statistic representing a strong positive response.)

Telephone interviews corroborated the survey findings. The vast majority of those interviewed stated that the program was the "determining factor" in their decision to go to graduate school and "essential" to their obtaining a public policy degree.[23] In particular, the interviewees spoke of the confidence they gained through the program. For example, alumni feel "more empowered to reach for a higher position, greater goals—no limits." Others, who called the PPIA Program a "life changing experience," felt emboldened to "leave home and take chances."

In short, the program instilled a sense of the opportunities for public service and a realization that "you could achieve any goal." One alumnus described it as follows,

> *I cannot overstate how important the [program] was in enabling me to attend grad school. It motivated me, gave me confidence, expanded my awareness, and opened doors that I didn't even know existed. (I was a poor kid from the 'hood, an affirmative action beneficiary, knowing little about the outside world and fearing it.) The program channeled my hope, street smarts, and academic [preparation].*

Fig. 8

Fellows' Impression of Program Quality (%)
To what extent did the program as a whole:

...prove to be a critical factor in gaining a graduate degree in public policy/international affairs?
83%
...add to your awareness of career options in public service?
88%
...provide productive multicultural experiences?
75%
...lead you to pursue a career in public service?
74%
...inspire you to public service leadership?
71%
...provide opportunity for peer networking?
64%
Answering "considerably" or "a great deal"
Answering "somewhat," "just a little," "no," or "n/a"

Source: AED survey

THE JUNIOR INSTITUTE

To examine how each program component contributed individually, we asked questions about each phase of the program experience. Combining the categories "a great deal" and "considerably," we find that 65% agree that the Junior Institute inspired them to public service leadership. About 69% and 70% are in agreement respectively on the Institute's impact on preparing the Fellows for success in graduate school and in pursuing a career in public service. Finally, about 83% believe that it added to their awareness of career options in public service and 85% indicated that it led them to enroll in a graduate degree program in public policy or international affairs. (See Figure 9.) Discussing her Junior Institute experience, one alumna wrote that it served as a "jump start" for her preparation for graduate school, prompting her to take additional courses to hone her quantitative skills. One alumnus observed that the Institute:

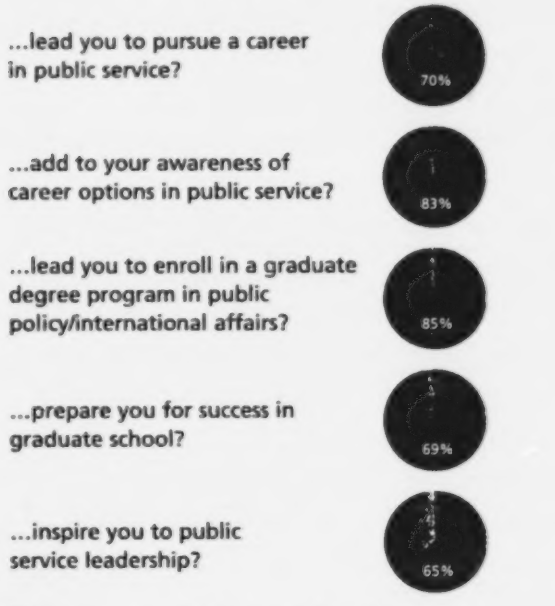
> *opened my eyes as to what the rigors and requirements of graduate school were all about. That summer was a challenging and rewarding seven weeks of blood, sweat and tears (academically)—but it did prepare me for eventual success.*

The second strongest effect of the Junior Institute was its usefulness in raising Fellows' awareness of career options in public service. One alumna, who knew that she wanted "something more" than corporate finance, credits the Junior Institute with the information and role models for what "something more" could be. Another adds:

> *Prior to the Junior Institute, I knew I wanted to go into local government/public service, but I only had a vague notion of the career options in that field. The Junior Institute really increased my awareness of career options and was the primary reason why I chose to pursue a graduate degree.*

Fig. 9

The Junior Institute (%)
To what extent did the Junior Institute:


...lead you to pursue a career in public service?
70%
...add to your awareness of career options in public service?
83%
...lead you to enroll in a graduate degree program in public policy/international affairs?
85%
...prepare you for success in graduate school?
69%
...inspire you to public service leadership?
65%
Answering "considerably" or "a great deal"
Answering "somewhat," "just a little," "no," or "n/a"

Source: AED survey

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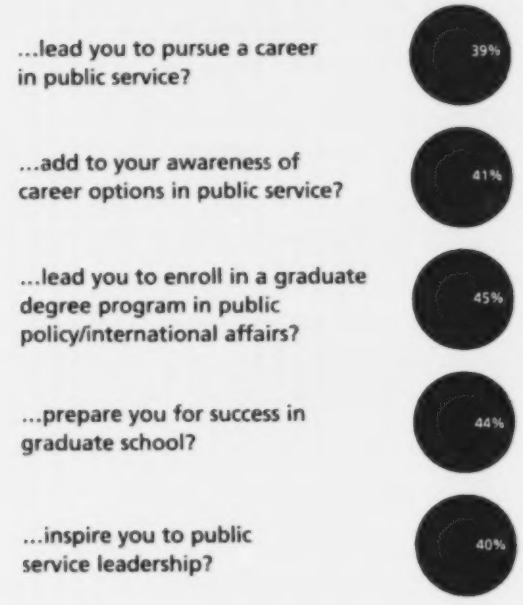
SENIOR OPTIONS

For those who participated in Senior Options, the same pattern held true as for the Junior Institute. That is, the largest proportion of Fellows indicated that participation led to enrollment in graduate school, followed closely by increases in awareness of career options. Senior Options had the least influence on Fellows' decisions to pursue a career in public service, suggesting other components had a greater impact. (See Figure 10.) Nonetheless, alumni interviewed by telephone observed that Senior Options activities gave them exposure to the "environment and atmosphere" of graduate school study and enabled them to see "your work come to life" in internships related to public policy careers.

Fig. 10

Senior Options (%)
To what extent did Senior Options:


...lead you to pursue a career in public service?
39%
...add to your awareness of career options in public service?
41%
...lead you to enroll in a graduate degree program in public policy/international affairs?
45%
...prepare you for success in graduate school?
44%
...inspire you to public service leadership?
40%
Answering "considerably" or "a great deal"
Answering "somewhat," "just a little," "no," or "n/a"

Source: AED survey

DEFERRAL

The Fellows' impressions of the value of deferral were very interesting, especially since the nature and structure of these activities varied widely, reflecting the unique ways Fellows chose to take advantage of this component. Yet, across each dimension we examined, Fellows reported that their impressions of the deferral option were consistently strong and positive.

Many Fellows, especially recent Fellows, commented on how deferral activities influenced their educational success, as well as their career advancement. Interviewees commented that the time spent on deferral enabled them to become more "focused" when they entered graduate school. In addition, the work experience undertaken by the Fellows on deferral provided experience and perspective that enriched their graduate education. Finally, career experience during the deferral period gave some respondents a sense of "exactly what [they] were getting a degree for" and made it possible to chart a career path through the graduate school years.

Perhaps the most interesting finding was that over one-half of the respondents reported that their deferral activity inspired them to public service leadership. (See Figure 11.) Further analysis indicated that a full third (33%) reported that deferral activities inspired them "a great deal." The majority of Fellows used their deferral to gain practical work experience, and these experiences appear to have contributed rather than detracted from the Fellows' desire to become leaders in public service.

In addition, over one-half of the respondents indicated that their deferral had a considerable or strong effect on their preparation for success in graduate school.[29] The ability to take time off before enrolling in graduate school enabled Fellows to gain on-the-job experience or address personal matters. Of those deferring, 61% deferred for only one year while 32% deferred two years. The remaining 7% deferred three or more years. However long they deferred, Fellows, especially recent Fellows, commented that their deferral activities influenced their educational success as well as their career advancement.

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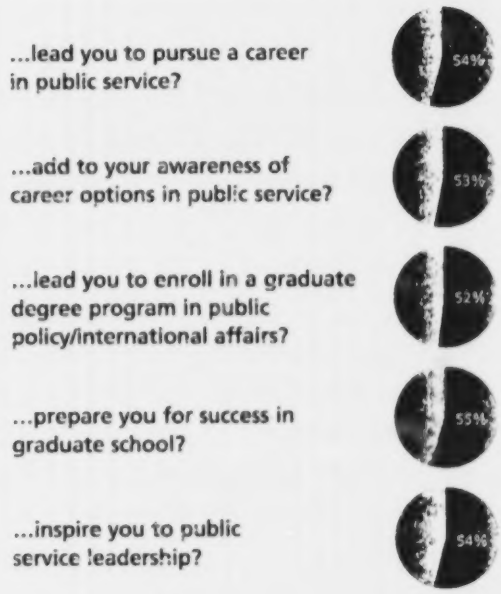
Fig. 11

Deferral (%)
To what extent did deferral:


...lead you to pursue a career in public service?
54%
...add to your awareness of career options in public service?
53%
...lead you to enroll in a graduate degree program in public policy/international affairs?
52%
...prepare you for success in graduate school?
55%
...inspire you to public service leadership?
54%
Answering "considerably" or "a great deal"
Answering "somewhat," "just a little," "no," or "n/a"

Source: AED survey

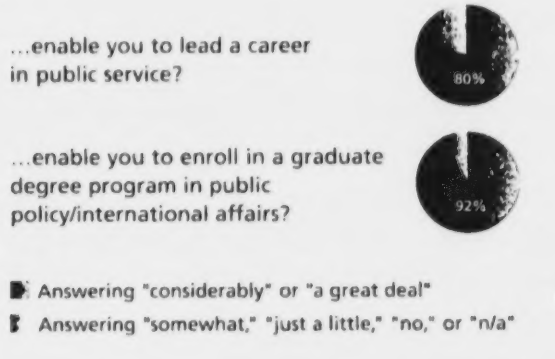
GRADUATE FELLOWSHIP

When examining Fellows' impressions of the graduate fellowship component, we focused our examination on the following two dimensions: the extent to which the graduate fellowship enabled Fellows to pursue a career in public service, and the extent to which the fellowship enabled Fellows to enroll in a graduate program. Our rationale here was that the other dimensions no longer seemed relevant once a Fellow had decided to pursue a career in public service or apply to graduate school.

On both dimensions, impressions of the relative influence of the fellowship component were the highest of all the components we examined. Eight out of ten respondents indicated that their fellowship had a "great" impact on their ability to enroll in a public policy or international affairs program in graduate school. And (when combining responses "considerably" and "a great deal") 80% reported that their fellowship enabled them to pursue a career in public service.[30] (See Figure 12.)

Fig. 12

The Graduate Fellowship (%)
To what extent did the graduate fellowship:


...enable you to lead a career in public service?
80%
...enable you to enroll in a graduate degree program in public policy/international affairs?
92%
Answering "considerably" or "a great deal"
Answering "somewhat," "just a little," "no," or "n/a"

Source: AED survey

One alumna summarizes the importance of the financial support provided by the fellowship in pursuing graduate studies in a public service field:

> *The fellowship provided the financial support/resources my family and I lacked to pay for a graduate education at a "top-notch" university. While I had excellent grades as an undergraduate, the academic background, two public policy internships, and a strong interest in public policy and public administration, I did not have the money. The fellowship was the determining factor for my decision to attend grad school.*

Two alumni add that, without the resources of the graduate fellowship, they could not have explored career options in public policy and international affairs. Instead they would have gone to law school, where both would have incurred debt—which, according to one, "would have precluded me from a public sector career."[31]

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ENHANCEMENTS

When we asked how their program experience could have been enhanced, the majority of telephone interviewees stated they "wouldn't have changed a thing." The rest offered a wide and diverse set of responses. Only one obvious theme emerged; that was the need for better facilitation of networking opportunities. Indeed, the theme of "networking" emerged numerous times throughout our study. For example, Fellows reported that being part of a network of talented, like-minded peers represented one of the greatest aspects of participation. The Fellows believed that it was one of the best ways to enhance program participation, and indicated that it was one of the few dimensions in need of improvement.

In citing the need for continued networking among program alumni, the interviewees and survey respondents emphasized two important reasons. First is the importance of networking for career advancement. As one interviewee explained, "You can have all the academic experience in the world, but you still need to get your résumé in front of the right people." Second, networking is particularly important for gaining "guidance, experiences, what to expect" from peers. As another alumna observes:

> *A stronger post-graduation networking service and support structure would have greatly enhanced the potential for greater professional success. The program prepared us well as public policy professionals. No support continued, nor was there preparation for being—many times—the only person of color in policy settings.*

PUTTING THE PIECES TOGETHER

While other components could have been added to the program experience, we can nonetheless conclude that the quality of the program as a whole exceeds the sum of its parts—themselves, individually considered to be of high quality. If we had to isolate the one or two "essential components" we would have to point to the graduate fellowship and the Junior Institute. However, it appears that all of the program experiences—the Junior Institutes, Senior Options, deferrals, and graduate fellowship—add up to having a powerful cumulative effect. In this regard, the statistical data is strongly corroborated by the qualitative telephone interview data. One respondent to the telephone survey on career trajectory saw the experience "all as one component," adding that one experience was not greater than another. Another responded that it was not possible to "focus on one component." The respondent adds that it offered a variety of life experiences and cumulatively "contributed to the person he is today." According to one Fellow, it was the totality of all the PPIA experiences that "made a huge difference in my life."

KEY FINDINGS
OF PROGRAM QUALITY

- **Fellows consistently responded positively to questions about program quality.**
- **The high quality of the program was cited to be the critical factor in gaining a graduate degree for well over two-thirds of the sample.**
- **A large majority of those interviewed stated that the program was the "determining factor" in their decision to go to graduate school and "essential" to their obtaining their public policy degree.**
- **The Junior Institute and the graduate fellowship were consistently cited by the respondents as the components they considered most valuable.**
- **When we asked how their program experience could have been enhanced, the majority of those interviewed stated they "wouldn't have changed a thing."**
- **Fellows reported that being part of a network of talented, like-minded peers represented one of the greatest aspects of participation. It was one of the best ways to enhance program participation, and one of the few dimensions in need of improvement.**

Fellows' Educational Achievements

One of the major purposes of the PPIA Program was to encourage students of color to continue their education by enrolling in graduate school and obtaining advanced degrees in public policy and international affairs. An advanced degree is considered an essential step in the pursuit of a professional career in public service.

This section examines the impact the program had on Fellows' educational achievement. We were interested primarily in learning how many Fellows continued their education by applying to and enrolling in graduate school, used their program fellowship, and completed their degree programs in public policy or international affairs. We also sought to obtain a better sense of the relative impact of program participation by comparing the rates of educational achievement of Fellows with those of a comparison group.

In addition, we tried to understand a number of secondary issues, such as why Fellows chose to pursue public policy degrees, and what effect program participation had on those Fellows who originally enrolled with educational and career goals other than public policy. It is interesting to note that 30% of the Fellows reported that their undergraduate major was not related to public policy or international affairs.

THE EDUCATIONAL TRAJECTORY OF FELLOWS

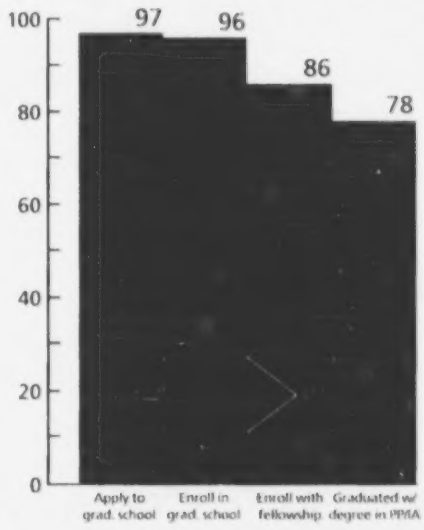
In a word, the educational achievements of program participants are nothing short of remarkable. Of the 570 respondents who had completed their undergraduate coursework at the time of the mail survey, over 97% had applied to graduate school. Of them, nearly 99% enrolled (a figure equivalent to 96% of the entire sample).

This pattern of application, enrollment, and graduation is easily observed by examining the educational trajectory of all program Fellows who participated in their Junior Institute in 1995 or earlier.[32] (The most recent five years of program participants were omitted from this analysis since the majority was still enrolled or about to enroll in degree programs.)

Of the Fellows who enrolled in graduate school, 86% enrolled using the PPIA Program fellowship. Well over three-quarters (78%) of the entire sample completed their advanced degrees in public policy or international affairs. (See Figure 13). That proportion rises to 96% of those who enrolled with a PPIA Program fellowship.

Fig. 13

Educational Path of Participants in Junior Institute, 1995 or Earlier (%)



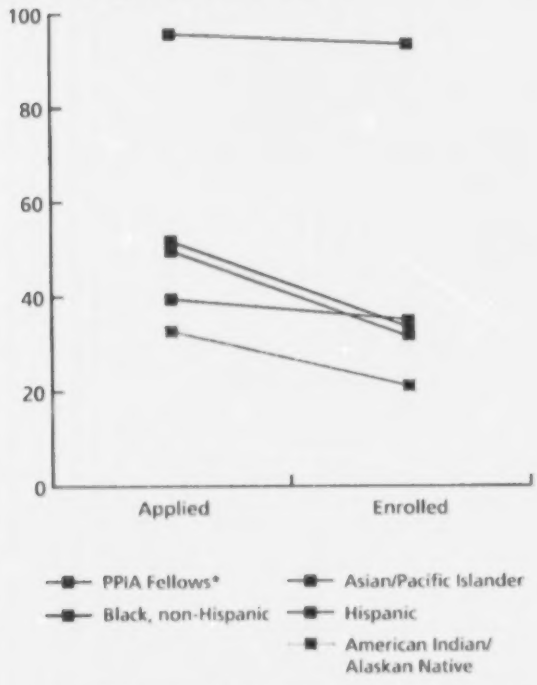
Source: AED survey, n=570

National data may be useful for putting these statistics in context. U.S. Department of Education data published in 1999 present the application and enrollment rates between 1993 and 1997 for bachelor's degree recipients pursuing graduate school admission. Figure 14 compares the

application and enrollment rates for PPIA Fellows to populations of minority bachelor's degree holders. Enrollment in graduate school is approximately three times higher for program Fellows.

Fig. 14

Graduate School Applications/ Enrollments National Data Compared to PPIA Data



Source: U.S. Department of Education, 1999; *AED survey; n=570

GRADUATE INSTITUTIONS

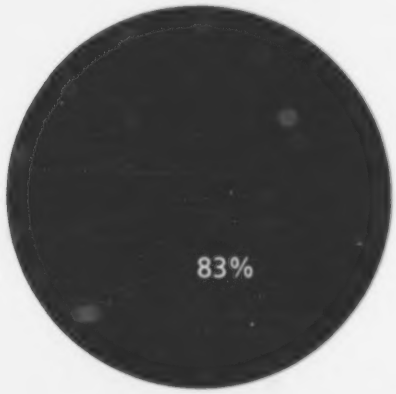
Three-quarters of the Fellows identified their graduate institution by name, indicating 28 different schools. Far and away the top choice of Fellows was Harvard University, with 108 Fellows, or 17% of the sample. Next, with about one-half that level of enrollment, were the University of Michigan (59) and Princeton University (55), each enrolling 9% of the Fellows, followed by Carnegie Mellon University (47) and the University of Texas (46), each with approximately 7%. In contrast, about half of the applicant sample indicated where they went to graduate school. With only two schools drawing more than one student, no clear pattern emerged. Harvard still drew the largest number of students, in this case a total of four, representing less than 4% of the sample.

RELATIONSHIP OF PROGRAM TO EDUCATIONAL ACHIEVEMENT

Clearly, the PPIA sample is comprised of a talented, academically-oriented group of students. To better understand the extent to which program participation accounts for these findings, we asked the Fellows how influential program participation was in contributing to their educational achievements in their graduate/professional field. Eighty-three percent reported that participation contributed either "considerably" or "a great deal." (See Figure 15.)

Fig. 15

Extent of Contribution to Fellows' Educational Achievement (%)



Source: AED survey; n=570

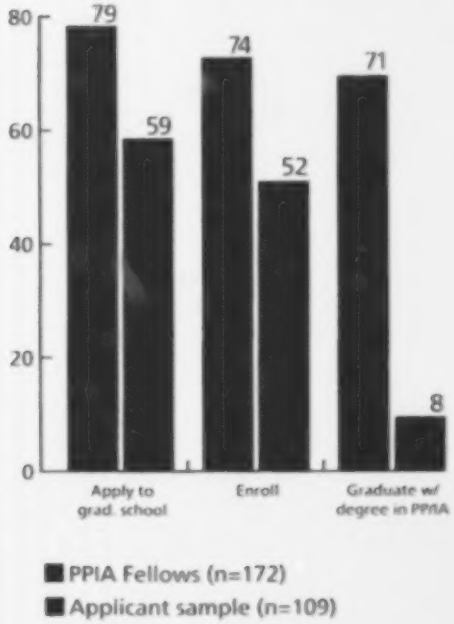
Despite the obvious academic talent of the sample, the PPIA Program made a significant difference in the educational careers of its participants. Without the program, the alumni variously responded, "I would not have gone to grad school," "I absolutely would not have had an MA," and "I would not have graduated." As one interviewee concludes, "if I had to write my biography, the program would be the key, the turning point."

Given these strong findings, we suspected that Fellows pursued graduate studies in policy studies and international affairs at higher rates than applicants. To test the relative impact of program participation, we compared the educational trajectories of a sub-sample of Fellows to those of applicants from the same cohort years.

Our hypothesis was well supported by the data. A much higher proportion of Fellows compared to applicants from the same time period pursued and completed graduate studies in public policy and international affairs.[15] (See Figure 16.) It is interesting to note that nearly half of the applicants did not attend graduate school at all. While we note that some Fellows and applicants were still enrolled in school at the time of the survey and had yet to graduate, the discrepancy is so wide as to make the comparison dramatically obvious.

Fig. 16

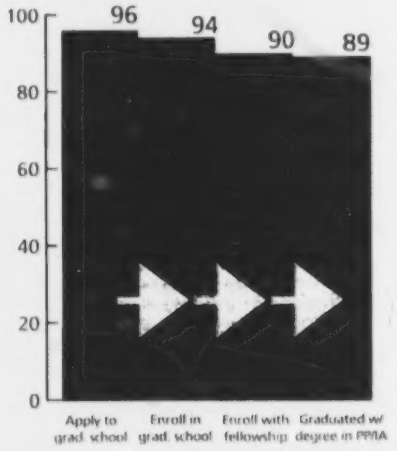
Educational Path of Fellows Participating in Junior Institute (1996, 1997, 1998) and Comparison Group (%)



Source: AED survey

Fig. 17

Educational Path of Fellows Who Originally Had Career Goals Outside of PPIA, Participating in Junior Institute, 1995 or Earlier (%)



Source: AED survey; n=148

CAREER PLANS AND EDUCATIONAL DECISIONS

As mentioned earlier, not all Fellows entered the program with plans to pursue a career in public policy. Indeed, nearly one-quarter (22%) were undecided or had other plans when they applied. This made us curious about the effect program participation might have on eventual post-collegiate educational achievement. We explored this by examining the educational trajectory of program Fellows who originally had career goals outside of public policy or international affairs. The results were impressive. Of the 148 respondents who claimed career goals other than public policy/international affairs, 89% went on to obtain a graduate degree in those fields. Most remarkable is that this proportion is higher than that for the entire sample, the great majority of whom were planning on a public policy career. (See Figure 17.)

The graduate fellowship certainly played an influential role in the decision of these Fellows. Ninety percent of this sub-sample enrolled in graduate school with a program fellowship and about half (46%) had additional support beyond their program fellowship.

Several of the alumni interviewed for this study offered comments that explain why, as a result of participating in the program, Fellows who intended to go to schools of law and medicine decided instead to pursue public policy and international affairs degrees. One observed that the graduate fellowship "steered me toward public policy instead of law." As noted above, another mentioned that without the fellowship she would have entered law school and incurred enough debt to preclude a public service career.

Nonetheless, the impact of the program was more than financial for those originally considering other career possibilities. One alumna observed that the program "enabled me to explore international career options." Others indicated that the program "opened my eyes to other career paths" and "broadened the options on career paths in public service." In particular, one interviewee who was going to pursue a medical career noted that the "Junior Institute and its role models changed my career and my life."

"Nonetheless, the **IMPACT** of the program was more than financial for those originally considering other career possibilities."

KEY FINDINGS
OF EDUCATIONAL ACHIEVEMENT

- **The program made a significant difference in the educational careers of its participants. Of the 570 respondents who had completed their undergraduate coursework at the time of the mail survey, over 97% had applied to graduate school. Of them, nearly 99% enrolled.**
- **Of the Fellows who enrolled in graduate school, 86% enrolled using the program fellowship. Well over three-quarters (78%) of the entire sample completed their advanced degree in public policy or international affairs. Ninety-six percent of those who enrolled with a program fellowship completed their degree.**
- **Eighty-three percent reported that participation contributed either "considerably" or "a great deal" to their educational achievements in their professional field.**
- **A much higher proportion of Fellows compared to applicants pursued and completed graduate studies in public policy and international affairs.**
- **The program influenced educational decisions. Of the 148 respondents who claimed career goals other than public policy/international affairs, over 88% went on to obtain a graduate degree in those fields.**

Career Trajectories of Fellows

The ultimate goal of the program has always been to address the under-representation of people of color in public policy and international affairs by encouraging and supporting the professional development of students of color who want to embark upon this career path. Therefore, the true test of the program's success is its ability to produce public service professionals. This section of the report examines the program's efficacy in this regard by analyzing the career trajectories of program Fellows.

After two decades of program history, a rich set of data was available for analysis. With access to Fellows who had nearly 20 years of work experience on which to report, we felt confident that the effects of program participation would become evident.

The survey collected a wealth of data on respondents' employment histories, including job titles, career domains (field), employment sector (public vs. private), and arena (domestic vs. international). In addition, we gathered information on job changes, migration across sectors, and the relationship between careers and educational concentration. Telephone interviews provided opportunities to collect detailed information on career decisions, choices, and future plans. Our analyses also looked at possible differential effects by gender and race, as these demographic characteristics often enter into the career trajectories equation.

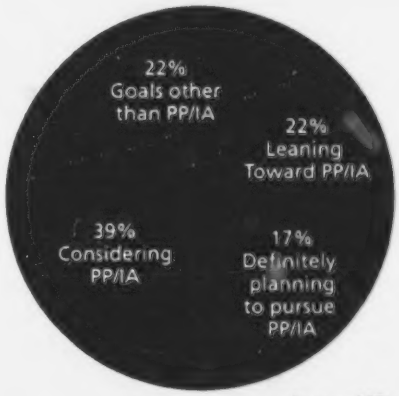
Our attention, however, remained firmly fixed on the overall relationship between program participation and pursuit of a public service profession. As anticipated, a very large proportion of program Fellows pursued and stayed in public service.

CAREER GOALS

This phase of the analysis began by examining the career goals respondents had when they first entered the program. As discussed in the previous section, 22% of the survey respondents indicated that they were not planning to pursue a career in public policy or international affairs when they entered their Junior Institute. While the remaining 78% were considering a public policy career, only 17% characterized those plans as "definite." About one-quarter of the respondents stated that their original career plans were focused on the legal profession. (See Figure 18.) A little over 10% of those surveyed by telephone said that they were unsure or confused about their careers at the time they entered the program. As noted in the previous section, the program appears to have had a dramatic career guidance effect on these individuals, encouraging a very large proportion to continue on the public service career path.

Fig. 18

Career Goals at Entry (%)



Source: AED survey

A follow-up telephone interview question asked Fellows how their career goals have changed. While over two-thirds had not changed their overall goals, about one-half of them referenced increased career focus and clarity. The remaining one-third reported that their goals had changed, influenced mainly by subsequent job experiences or "discouragement with the political process."

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RELATIONSHIP BETWEEN THE PROGRAM AND CAREER CHOICE

Before we examine the career trajectories of Fellows in more detail, it is important to look at the relationship between their educational experiences and their employment. We asked two questions in this regard. First, we asked Fellows if they were currently in the career for which their graduate education prepared them. While the majority reported that they were, 25% of those who attended graduate school reported that they were not in a career for which graduate school prepared them. However, when asked to what extent graduate school prepared them for their present job, less than 9% said "just a little" or "not at all." Over 71% of the sample responded by saying graduate school prepared them "considerably" or "a great deal."

As in the discussions about program quality and educational achievement, respondents attribute different values to different components of the program in influencing their career choice. Yet the overall pattern remains the same. Respondents report that the graduate fellowship had the strongest effect on determining their career path, followed closely by the Junior Institute. The Senior Institute and Senior Options had the least effect overall (but this component was also used by fewer Fellows, especially in the more recent years).

Although the program did not necessarily augment interest in public service careers among participants already committed to the public good, it did promote a better acquaintance with potential career paths. According to one alumna:

> *I knew I wanted to do public service work. However, I was unclear of how or what the end result would be. The [PPIA Program] made it all easier, and—most importantly—immediately possible.*

The program experience was not limited to imparting knowledge of the professional field. It also promoted a sense of professional mission:

> *Though I had already made a decision to pursue a career in public policy and service prior to attending the Junior Institute, my experiences and interactions with other PPIA Fellows not only served to inspire me to pursue these goals but also challenged me to think critically about the problems I felt passionately about and my role in addressing them.*

DISTRIBUTION OF FELLOWS IN CAREER SECTORS AND DOMAINS

To better understand where the Fellows began their careers and where they are currently, we collected data on career sectors. Figure 19 presents data on the Fellows' first and current positions.[34] Over half of the Fellows' first jobs (57%) were with government agencies. About one in five took positions in the private sector. The differences between the two time periods are quite small, with a total percentage change of about 8% moving from government to non-government career sectors.

Fig. 19

Distribution of Fellows in First and Current Job by Career Sector (%)

	First	Current
Government/public		
Local	21	19
State	11	9
Federal	19	14
Regional	1	2
International	5	5
Total	**57**	**49**
Non-government		
Private/for profit	20	24
Nonprofit	17	16
Higher ed.	4	6
Other	3	5
Total	**44**	**51**

Source: AED survey

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THE DOMESTIC AND INTERNATIONAL ARENAS

One of the major trends characterizing the period of this study is globalization. Recognizing that trend, the program broadened its focus in 1989 to include both international affairs and domestic public policy. Looking at the entire survey sample over all years of the program in Figure 20, we find that 9% of the respondents characterized both their first and current jobs as international. On the other hand, those who described their work as both international and domestic increased from 11% for first job to 15% for current job. This trend is in keeping with the "collapsing boundaries" between domestic and international fields as discussed by Thomas Friedman (1999). (See Chapter 2.)

Fig. 20

Distribution of Fellows in First and Current Job by Career Arena (%)

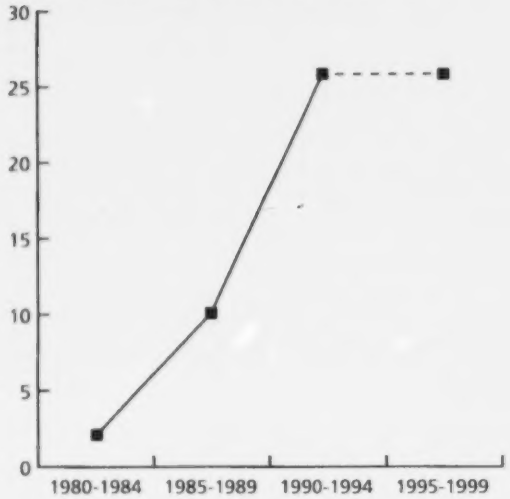
	First	Current
Domestic	80	76
International	9	9
Both/combined	11	15

Source: AED survey

Looking at the evolution of the program over time, we would expect to see an increase in international careers after 1989. Accordingly, as seen in Figure 21, the number of Fellows starting their careers in international affairs grew from two in the first five years of the program to 26 in the most recent period. Undoubtedly the figure of 26 will increase in the next few years as the many Fellows with international interests complete their graduate degrees following a deferral period.

Fig. 21

Fellows Obtaining First Position in International Arena Over Time



Source: AED survey. Totals for the 1995-1999 cohort are likely to increase as all Fellows in this cohort complete their undergraduate programs and deferrals.

CAREER PROFILES OF FELLOWS

The career trajectory telephone survey (augmented with data from the written survey) sheds light on this evolution in several ways, and it illustrates how Fellows sustained their international career interests through the program:

A student who was interested in international affairs when applying to the program studied a foreign language through Senior Options, which added "a great deal" to her preparation for graduate school. Since completing her degree, she has achieved her career goals in international development, working in Vietnam for the World Bank.

A student who wanted to be of service to Cambodia found that earning a master's degree was the key to his aspirations. The graduate degree gave him the qualifications he needed to enter the World Bank and work on the Bank's projects on Cambodia. As a volunteer he also maintains a Cambodia Web site.

A student with interests in international development noted that his program work at the Junior Institute and graduate school provided the tools he needed for work in the international field. He adds that he has not changed his goals, only focused them in the field of human rights.

Another student who was originally planning to go into international law shifted his career objectives through interaction with other Fellows with broader international affairs interests. He completed a master's degree in international affairs and began his career in domestic banking, but has now begun to realize his career ambition working in cyber-media for an international corporation.

With regard to the latter Fellow, it is interesting to note that he is pursuing his career interests in the private sector, following the trend for many professionals in international affairs, a trend discussed in Chapter 2. Moreover, the international curriculum of the Junior Institutes appears to have nurtured international interests in Fellows who were not originally interested in the field:

A student who originally planned to study for an MPH entered the program and decided on a career in international affairs, adding that the program was a "catalyst for graduate school." While he is currently employed as a consultant working in domestic issues, he stresses that he has not changed his goal of working overseas. In the meantime, he continues to do volunteer work on development issues in Africa.

Although he originally had plans for a career in urban planning, one student found that the Junior Institute "opened his eyes to the experience of other nationalities" and sparked his interest in a career in international affairs. Although as a consultant in economics and telecommunications his international career plans are currently "on hold," he hopes to return to the international field after paying off his student loans. In the meantime, he is a volunteer with a program offering cultural activities for Mexican children.

A pre-law student found that the Junior Institute opened her eyes to international career options and inspired her to join the Peace Corps. Since her Peace Corps service, she has shifted into domestic work as a Congressional staffer to pay off student loans.

Thus while some Fellows who shifted their career interests to international affairs have yet to make the transition into international careers, they continue to "think globally and act locally" through their volunteer work.

THE PUBLIC AND PRIVATE SECTORS

Knowing that Fellows pursued and completed degrees in public policy and international affairs at much higher rates than the comparison group, we expected to find that Fellows would likewise pursue public sector careers at higher rates. This hypothesis was supported by data showing that program Fellows entered the public sector at far higher rates than the comparison group. (See Figure 22.)

Fig. 22

Distribution of Fellows and Applicants by Sector of First Job (%)

	Fellows 1996/97/98 n=127	Applicants 1996/97/98 n=95
Government/public		
Local	19	10
State	9	8
Federal	20	14
Regional	1	0
International	10	2
Total	**59**	**34**
Non-government		
Private/for profit	19	32
Nonprofit	20	25
Higher ed.	1	6
Other	2	2
Total	**42**	**65**

Source: AED survey

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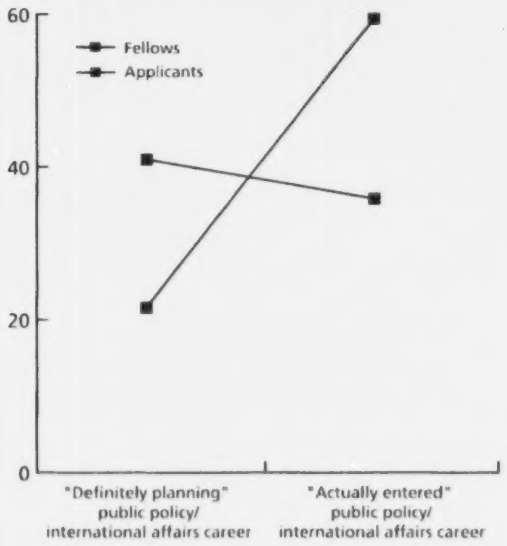
These findings appear even more dramatic when respondents' career plans are taken into consideration. Interestingly, prior to enrollment, applicants tended to have greater levels of interest in pursuing careers in public policy and international affairs than Fellows. For example, while 42% of the applicants were "definitely" planning a public policy/international affairs career, only 21% of Fellows were "definite" about their career paths when they enrolled. Yet, as shown in Figure 23, the actual career paths of these two groups follow almost completely opposite trajectories. The PPIA experience appears to instill in the Fellows a sustainable commitment to a public policy/international affairs career. The applicants, on the other hand, were not as able to sustain their commitment and not as likely to enter those careers.

Fig. 23

Career Plans and Paths of Applicants and Fellows (%)



Source: AED survey

KEY FINDINGS

OF THE CAREER PATHS OF FELLOWS

- **Respondents consistently report that the graduate fellowship had the strongest effect on determining their career path, followed closely by the Junior Institute.**
- **Over half of the Fellows' first jobs (57%) were with government agencies. About one in five took positions in the private sector.**
- **Seventeen percent of the Fellows entered the nonprofit sector with their first professional position and a near equal proportion (16%) are currently employed there.**
- **The number of Fellows starting their careers in international affairs grew consistently over the course of the program, from two in the first five years of the program to 26 in the most recent period.**
- **Prior to enrollment, applicants tended to have a stronger interest in pursuing careers in public policy and international affairs than Fellows, yet the actual career paths of these two groups follow almost completely opposite trajectories. Fellows pursued public sector careers at far greater rates than the comparison group.**

Migration Across Job Sectors

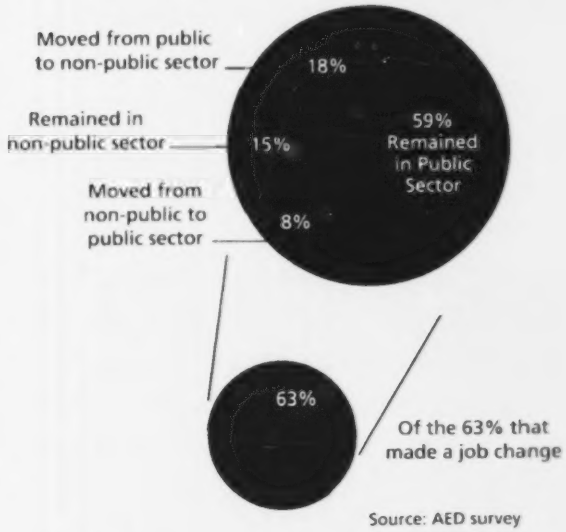
One of the important changes in public service career patterns over the two decades of the PPIA Program is the increased likelihood of job and sector changes. This study explores several job migration issues: What proportion moved to and/or from the public sector (i.e., federal, state, or local government, as opposed to the private and the nonprofit sectors)? Were the patterns stable over time or did they change? What accounted for job movement? And what role did financial factors play?

Interestingly, over one-third of the Fellows surveyed have not yet made a career move, and are in the same jobs in which they started. Of those who have not made a career move, 30% have been in their positions for ten years or more.

Of those who made a job change, the vast majority stayed within their initially chosen sector, 59% of public sector job holders and 15% of non-public job holders respectively. Of the total job changers, a small percentage of non-public job holders (8%) moved into the public sector, while over twice that number (18%) moved from the public to non-public sector. (See Figure 24.) Thus, it would appear that public sector job holders changed jobs more frequently but tended to stay within the public sector.

Fig. 24

Job Transitions In/Out of the Public Sector (%)



Source: AED survey

DISTRIBUTION AND MIGRATION ACROSS SECTORS BY COHORTS

The last two decades have witnessed an increase in anti-government rhetoric and an accompanying downsizing of government. In addition, much has been written about declining interest in government jobs and government's inability to attract the best and brightest. The Paul Light study noted in Chapter 2 presents compelling figures on the declining numbers of public policy graduates going into the public sector. PPIA Fellows may be considered among the most talented and best-trained public policy professionals. They represent the type of candidate government seeks to recruit.

Based on this literature, we would expect that program Fellows would pursue public service careers in government at decreasing rates over time. But this hypothesis was only partially supported by the data. While our data reflect similar trends overall, the drop is not precipitous—earlier cohorts tended to pursue federal government careers at only slightly higher rates than later cohorts—and the trend reverses itself in the post-1995 cohort.

For our analyses, Fellows were divided into four cohorts representing five-year time periods. As expected, the most recent cohort showed the least migration. The greatest migration out of government jobs was found in the first two cohorts, but they also had the highest percentages of Fellows starting their careers in government. The 1990-1994 cohort had the largest percentage starting careers in the private sector. The most recent cohort shows an increased interest in government positions. (See Figure 25.)

Fig. 25

Distribution of Fellows in First and Current Career Over Time by Cohort (%)

	1980-1984			1985-1989			1990-1994			1995-1999		
	First	Current	Diff.	First	Current	Diff.	First	Current	Diff.	First	Current	Diff.
Government												
Local	32	27	-5	23	18	-5	18	18	0	18	20	2
State	17	14	-3	15	11	-4	7	7	0	9	7	-2
Federal	20	10	-10	18	10	-8	17	14	-3	20	19	-1
Regional	2	3	1	1	2	1	1	2	-1	1	1	0
International	2	2	0	2	2	0	6	4	-2	9	9	0
Total	**73**	**56**	**-17**	**59**	**43**	**-16**	**49**	**45**	**-4**	**57**	**56**	**-1**
Non-government												
Private/for profit	15	22	7	19	25	6	26	29	3	18	18	0
Nonprofit	9	14	5	13	15	2	20	15	-5	19	19	0
Higher ed.	3	7	4	7	10	3	4	6	2	2	2	0
Other	0	2	2	3	7	4	2	6	4	4	5	1
Total	**27**	**45**	**18**	**42**	**57**	**15**	**52**	**56**	**4**	**43**	**44**	**1**

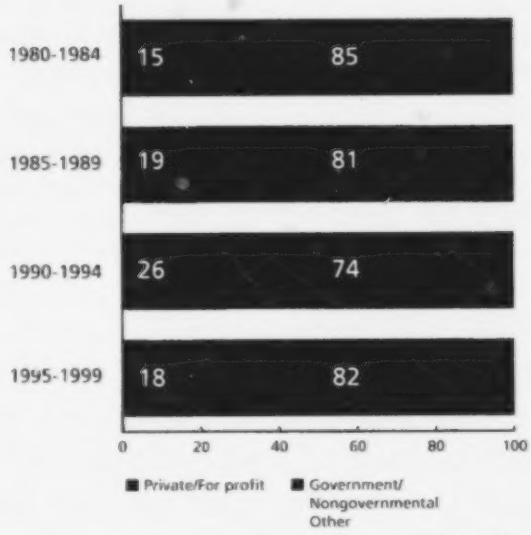
Source: AED survey

As previously noted, many individuals in the most recent cohort have yet to begin their professional careers. At the same time, the smaller number of respondents representing the early cohorts could likewise exaggerate the degree of change observed between 1980 and 1984. Therefore, we do not want to overstate our confidence in these findings.

Another way of testing the hypothesis that interest in the public sector is declining is by examining whether more recent Fellows went straight to the private sector at higher rates than earlier cohorts. The overall pattern supports the argument that interest in the private sector has increased, but again the trend line is not linear. While the proportion of Fellows finding their first job in the private sector rose steadily between 1980 and 1994, this trend reversed direction during 1995-1999. (See Figure 26.) We note that because many members of the most recent cohort are still in school and/or have yet to secure employment, this hypothesis cannot be conclusively tested.

Fig. 26

Sector Status of First Job (%)



Source: AED survey

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While individuals whose first jobs are in the government may eventually leave those jobs, they need not migrate to the private/for-profit sector. Other career choices exist, including higher education and the nonprofit sector. We examined the data set to determine if program Fellows migrated out of public service careers in government into the private/for-profit sector.

Such movement appears to be modest at best. While participation in all government positions declined a total of 11%, the private/for-profit sector registered a total increase of only 5% between first and current job designations. (See Figure 27.) The greatest degree of migration out of government appears to be at the federal level.

Fig. 27

Sector Transitions of Fellows Who Made a Job Transition (%)

	First	Current
Government/public		
Local	21	19
State	11	8
Federal	17	11
Regional	1	2
International	5	4
Total	**55**	**44**
Non-government		
Private/for profit	**21**	**26**
Nonprofit	**17**	**17**
Higher ed.	**5**	**8**
Other	**2**	**6**
Total	**45**	**57**

Source: AED survey

REASONS FOR SECTOR MIGRATION

A full third of the sample has made no job change at all, and of those that made a move, nearly half reported that they have not changed career sectors. Of those that did change sectors, the principal reason for such a change was a deliberate desire to "obtain multi-sector experiences." (See Figure 28.) As one interviewee observed, career goals change periodically as one reevaluates his or her career path. Accordingly, he moved to the private sector in order to gain "a complete perspective." Another interviewee made a "successful" transition in and out of the public sector—from public finance to investment banking to affordable housing issues. As still another interviewee indicated, she is on track in her "career progression, not in a rush, but just wanting to learn" along the way.

Fig. 28

Reasons for Sector Migration (%)

Of the 54% that changed sectors:	
Sought multisector career experiences	27
Sought more challenges/ responsibilities	22
Opportunities for greater advancement	16
Career interests changed	12
Personal/family concerns	8
Opportunities for greater remuneration	5
Disappointment with career decision	4
Concerns about work environment	3
Termination/layoff	3

Source: AED survey; n=443

The second reason for changing sectors was to obtain a more challenging position or increased responsibilities. Most noteworthy, however, was the finding that "opportunities for greater remuneration" was ranked sixth. Only a very small percentage changed sectors due to concerns about the work environment, which could encompass discrimination or "glass ceiling" issues.[35]

It is often presumed that talented individuals migrate out of public service into private for-profit careers for increased remuneration.[36] The data did not support that conclusion. Fellows who migrated into the private for-profit sector gave as their first reason for making the move "deliberately seeking multi-sector experiences." "Opportunity for greater advancement" was identified as the second reason for the move. The pursuit of greater remuneration was a distant third. (See Figure 29.)

Fig. 29

Reasons for Migration to Private Sector (%)	
Sought multisector career experiences	25
Opportunities for greater advancement	20
Opportunities for greater remuneration	13
Career interests changed	12
Sought more challenges/ responsibilities	10
Personal/family concerns	6
Disappointment with career decision	5
Termination/layoff	5
Concerns about work environment	2

Source: AED survey; n=94

"Fellows who migrated into the private for-profit sector gave as their first reason for making the move 'deliberately seeking **MULTI-SECTOR EXPERIENCES**.'"

KEY FINDINGS
OF CAREER MIGRATION

- **Earlier cohorts tended to pursue federal government careers at slightly higher rates than later cohorts. Between 1980 and 1994, Fellows pursued careers in government at marginally decreasing rates while employment in the private sector rose. This trend reverses itself after 1994.**
- **A modest number of Fellows migrated out of public service careers in government to the private sector. While participation in all government positions declined a total of 11%, the private sector registered a total increase of only 5% between first and current job designations. The greatest degree of migration out of government was at the federal level.**
- **More than one-third of the sample has made no job change at all. Of those that made a move, about three out of four job changers remained within their originally chosen career sectors. Fifty-nine percent of all job changes were within the public sector, while 15% of all job changes took place within the non-public sector.**
- **Of those that did change sectors, the principal reason for such a change was a deliberate desire to "obtain multi-sector experiences." "Opportunities for greater remuneration" was ranked sixth.**

Career Advancement of Fellows

As we have seen, participation in the PPIA Program is associated with increased rates of enrollment in public policy programs in graduate school as well as higher rates of employment in public sector jobs. But does participation in the program provide participants with some relative advantage for progress in their careers?

Program administrators anticipated that Fellows would rise to positions of leadership in the public sector. They hoped that participation would encourage Fellows to strive towards leadership while also providing the skills that would enable them to advance. Qualitative data from Fellows suggest that their participation in the program had this intended effect.

While most Fellows who were interviewed reported they have advanced as they had hoped and expected, one-quarter of the Fellows indicated that they have not advanced up the career ladder as they had hoped. A small number of interviewees reported that they needed more skills or stronger mentoring to overcome obstacles in the workplace. Although most Fellows did not mention problems with racism in the workplace, a small number did encounter such problems. The following responses suggest the range of those answers:

It is not the fault of the program that barriers still exist for women and minorities. However, I've found in my brief career that I'm hired because I "fit" a part—the model minority. But when I open my mouth to ask tough questions, often I am shown the door. In my career, I've been told I'm "too proud." And I've even been asked to "play nice" like the other office minorities. No kidding!

That's a hard question. I'm an African-American woman and disabled in an environment dominated by old white males. Get the picture?

Yes, I am still black and still female. You learn to work around them.

My degree has "opened doors" but plenty of barriers still exist. I am still at an entry-level position with limited decision-making authority. I still feel barriers as a result of my gender, age, and ethnicity. The program has been wonderful at introducing me to public policy and providing me with graduate opportunities, but I rely on other networks for ongoing professional development.

In nonprofits there are limited resources. Moving up in the nonprofit world is hard. Benevolent racism. Decent people who are managers still have a difficult time trusting people of color. You either stay there and be miserable, or you walk away. I walked away.

Minorities and women need to work twice as hard to achieve the same recognition. This is a fact and we have to live with it.

Ultimately, while some interviewees encountered obstacles in the workplace that they found difficult to overcome, most perhaps share the feelings of one alumnus, who concluded:

I guess you can say that I am still looking for my "dream job," but the program enabled me to get my foot into the door in working at the municipal level in New York City and at the state level in New Mexico. Having the program listed on your resume adds a lot...to your experience.

"...The program enabled me to get my **FOOT INTO THE DOOR** in working at the municipal level in New York City and at the state level in New Mexico. Having the program listed on your resume adds a lot...to your experience."

PROGRAM PARTICIPATION AND CAREER ADVANCEMENT

Analysis of the survey data finds positive relationships as well. When asked to indicate the degree to which they feel they have achieved their public service career goals, 72% of the Fellows reported they had done so "considerably" or "a great deal." In contrast, half that proportion of the applicants (36%) reported the same degree of career goal achievement.

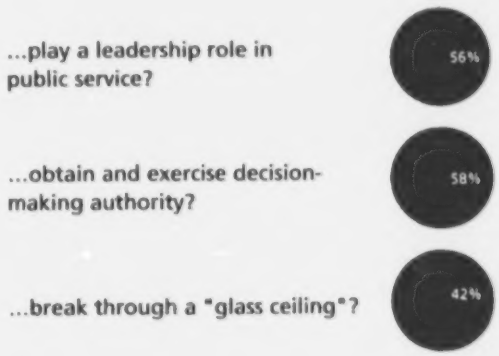
The quantitative data on career advancement in Figure 30 uses three dimensions to gauge the relationship between program participation and advancement. The survey asked Fellows to estimate the degree to which participation enabled them to play a leadership role in public service; obtain and exercise decision-making authority; and break through "glass ceilings." The program appears to have had a strong positive effect on at least the first two dimensions. The majority of respondents reported that participation enabled them to play a leadership role and obtain decision-making authority. One-quarter of the Fellows reported that the program helped them "a great deal" to attain these levels.

The degree to which the program enabled Fellows to "break through glass ceilings" was our proxy for gauging how well the program equipped participants to deal with subtle (and not so subtle) barriers to advancement often faced by people of color and women. As the quotes above reflect, some Fellows did encounter varying forms of personal and institutional discrimination, prejudice, racism, and sexism. Still, 22% of respondents reported that the skills and experiences gained through the program helped them "a great deal" to break through these glass ceilings, and another 20% reported that the program helped them "considerably." (See Figure 30.)

Fig. 30

Relationship between Program Participation and Ability to Advance (%)

To what degree did participation in the program enable you to:


...play a leadership role in public service?
56%
...obtain and exercise decision-making authority?
58%
...break through a "glass ceiling"?
42%
Answering "considerably" or "a great deal"
Answering "somewhat," "just a little," "not at all," or "don't know"

Source: AED survey

SUPPORTING THE CAREER ADVANCEMENT OF FELLOWS

In the course of the telephone interviews, Fellows were asked how professional development could support their careers at this stage in their lives. Three strategies emerged: networking, training/skill development, and mentoring.

Networking, especially for those who have been in the labor market for a while, was the top reply for several reasons. Some Fellows cited the strategic importance of connections, saying that "it's *who* you know that matters." Others suggested that it is useful to learn more about the field through contacts with people in a similar profession. Still others stressed the importance of bringing together like-minded people to focus on a common professional interest. Finally, some Fellows spoke of the importance of "knowing people, their choices, and their decisions" for help with personal questions related to career advancement.

Alumni also mentioned their desire for more direct career support in the form of training/skill development and an orientation to international affairs. Those who suggested the former cited such fields as technical training (e.g., web design), executive and management training, conflict resolution studies, public speaking techniques, leadership courses, and financial management. In the area of interna-

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tional studies, alumni noted that they would like to apply their domestic experience to the international arena, so their "skill set would be helpful on a global, not only local, level."

The value of mentoring was mentioned most often by recent graduates. For Fellows in the private sector, access to mentors was mentioned as frequently as networking. With career development in mind, Fellows expressed the need to have "someone to talk to about the next steps, planning, and things to look for." They emphasized the importance of mentoring "to get to the next level." As described by one alumna, a mentor is:

> *Someone to understand where I have been and where I could go. Someone to tell me how to use the skills I have developed. Either someone in my profession who has an interest in the direction I am heading, or someone outside my area who could discuss the broader options.*

Whatever the case, the mentor should be "strong, direct, and forthright," show a deep commitment to public service, and serve as a role model. One Fellow sums up a vision of peer mentoring as follows:

> *People have to help each other out by long-term mentoring. We need to bring back graduates and have them influence current students and mentor them—make them better than themselves. Mentoring encourages and inspires.*

KEY FINDINGS
OF CAREER ADVANCEMENT

- **The majority of respondents reported that participation enabled them to play a leadership role and obtain decision-making authority. One-quarter of the Fellows reported that the program helped them "a great deal" to attain these levels.**
- **Forty-two percent of respondents reported that the skills and experiences gained through the program helped them "considerably" or "a great deal" to break through "glass ceilings."**
- **When asked how professional development could support their careers at this stage in their lives, Fellows suggested three strategies: networking, training/skill development, and mentoring.**

The Changing Patterns of Public Service

CAREERS AND TRANSITIONS IN PUBLIC SERVICE

So far we have examined the career trajectories of Fellows mainly by using a sectoral analysis; that is, we were concerned with *where* they worked. In this chapter we take a somewhat different perspective by examining *whether* Fellows believed they were engaged in public service. Accordingly, our attention turns towards the Fellows' interpretation of the work itself. The distinction is an important one and stems from the recognition that contributions to public service are not necessarily determined by one's sectoral position.

In discussing public service here, we note that we are not adopting a single definition, but employing a subjective approach derived from the Fellows.[57] The PPIA Program has never attempted to identify or advocate a particular definition of public service but rather has encouraged Fellows to continue to develop their own public service visions. Through the focus group research conducted as part of this project, we observed that the Fellows have constructed their own definitions of public service shaped by a lifetime of experience and reflection. In preparing the written surveys and interviews, we sought to obtain deeper insight into these personal conceptions while retaining the programmatic approach by calling upon the Fellows to answer questions involving public service from their individual perspectives.

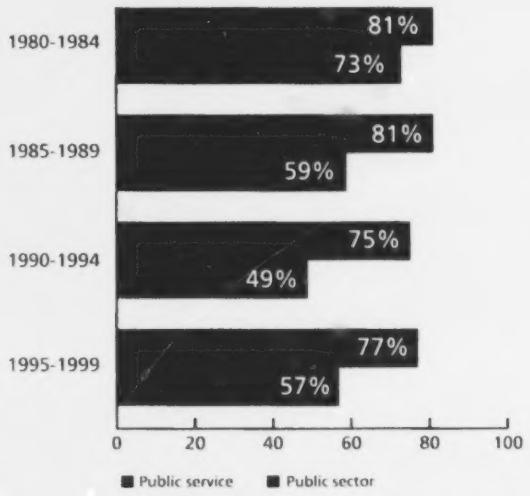
In this manner, we were able to gather objective information on where individuals work (i.e., which sector) and subjective information on whether or not they consider the work they do there to be in the public service. Armed with this information, some interesting patterns emerge. The data clearly demonstrate the disparity between one's objective public sector employment and one's subjective sense of being in the public service. For example, many Fellows (19%) reported holding public service positions despite the fact that they were employed in the private sector. Moreover, 8% of those in government positions reported that they did not consider themselves to be in public service.

The imperfect correspondence between public sector and public service is perhaps best demonstrated in Figure 31. For each of the four program cohorts, a larger proportion of Fellows conceived of the work that they were performing as public service than the proportion who are in the public sector. This finding demonstrates that professional opportunities to perform public service exist beyond employment in government.

Another interesting pattern reflected in Figure 31 is the changing proportions from cohort to cohort within each of the columns. As noted earlier, the proportion of Fellows who pursued their first position in the public sector tended to decline over time, but that trend reversed itself during the most recent five years of the program. Over the first three cohort periods, the proportion of Fellows first employed in the public sector ranged from a high of 73% between 1980 and 1984 to a low of 49% between 1990 and 1994. That trend is much less obvious with respect to public service. Virtually no change occurred between the first two cohorts, and the overall percentage difference is much smaller, ranging from a high of 81% to a low of 75%.

Fig. 31

Public Service vs. Public Sector Status of First Position (%)



Source: AED survey

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Thus we are led to conclude that while patterns of employment with respect to *where* Fellows find their first professional position have changed over time, their assessment of *whether* they performed public service (i.e., *what they do*) has remained much more stable. We might further conclude that over time, Fellows have become increasingly able to locate positions in the public service beyond the confines of the public sector, what Paul Light refers to as "the new public service."

Earlier analyses discovered that about two-thirds of PPIA Fellows have changed jobs and about one-quarter of them moved in and out of the public sector. The same movement is probably true with respect to public service. Therefore, it is important to note that over 84% of our total sample report that they have held a public service job at one time or another in their career. When asked to categorize their current position, about 71% reported that they now hold a public service job, a figure that similarly compares with Clydesdale's finding that 72% of Woodrow Wilson Fellows were employed in public service in 1996.[38] Overall, about 78% of all respondents who completed the PPIA Program reported that they started their professional careers in a public service job. (See Figure 32.)

Fig. 32

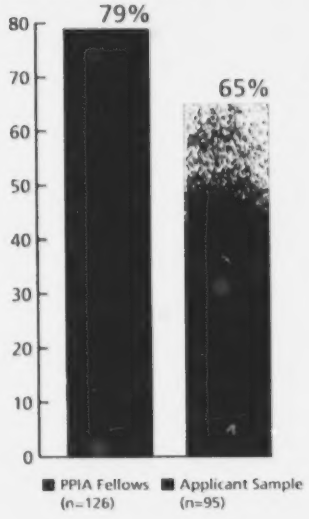
Fellows and Public Service Jobs (%)	
Started in public service jobs	78
Were ever in public service jobs	84
Are in public service jobs now	71

Source: AED survey; n=94

We recall from earlier discussions that applicants to the program had a stronger interest in pursuing public service careers than did those who ultimately participated in the program. When comparing applicants to Fellows, one might expect that the applicants' commitment to public service at time of application would translate into higher levels of public service employment in their first job regardless of educational attainment. However, our analyses demonstrated the contrary. The data show that PPIA Fellows characterized their first professional position to be in public service at higher rates than the program applicants. (See Figure 33.) It would appear that the program experience promotes and nurtures a deeper commitment to public service.

Fig. 33

Public Service Status of First Job (%)



Source: AED survey

CAREERS AND BEYOND: INVOLVEMENT IN PUBLIC SERVICE

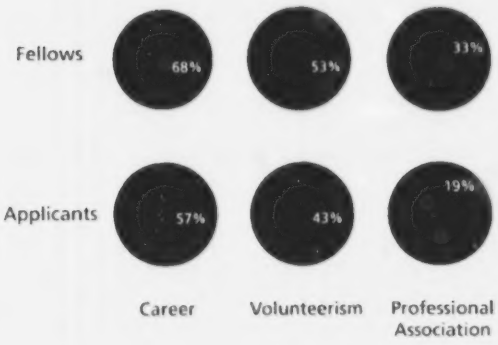
While a career provides the most likely avenue to public service, volunteer work and professional associations offer other opportunities for public service. We hypothesized that Fellows would be more involved in these areas than would applicants, and asked respondents about the extent they have been able to contribute to public service through their careers, volunteer work, and professional associations. In each category, Fellows consistently reported a greater involvement in public service than applicants.

In career, volunteer work, and professional associations alike, Fellows reported public service involvement at higher rates than applicants. (See Figure 34.) In the case of careers and professional associations, one might argue that Fellows

could have an advantage over applicants in finding a public service career or joining a public service organization because of their program credentials. However, in the case of volunteer service, Fellows would have no advantage in volunteering over applicants. This confirms a more widespread commitment to public service on the part of Fellows versus applicants.

Fig. 34

Involvement in Public Service through Career, Volunteerism, and Professional Association (%)



Source: AED survey

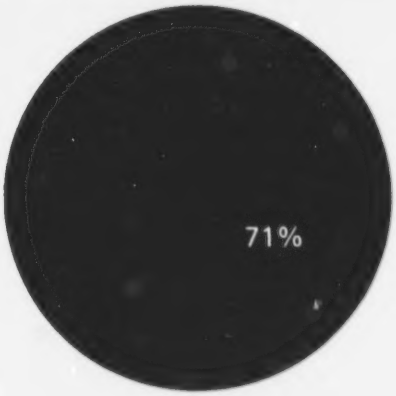
It is noteworthy that many Fellows who do not consider their current careers to be in public service have made a public service contribution through volunteerism. This suggests that participation in the program promotes a personal commitment to public service regardless of professional career choice. Forty-six percent of the Fellows who said their careers were not in public service responded that they had contributed "considerably" or "a great deal" to public service by volunteering.

A telephone survey of 22 Fellows in the private sector places this in perspective. Of this sample, only two indicated that their involvement with public service had not shaped areas of their lives other than work, and only four noted that they had not been able to do much service work so far. The remaining 16 respondents report involvement with community activities (11 respondents) and church work (5 respondents). Regardless of their private sector affiliation, most respondents are committed to a life of volunteer service above and beyond any public service activities at work, perhaps reflecting one interviewee's view that she prefers to "help others help themselves" as a volunteer away from work.

Finally, Fellows responded to the question of the impact of the program on achieving their public service career goals. It is striking that seven out of ten Fellows who responded to the survey indicated that the program contributed "considerably" or "a great deal." (See Figure 35.)

Fig. 35

How Well Do You Feel the Program Helped in Achieving Your Public Service Career Goals? (%)



Source: AED survey

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To examine how the program has affected Fellows' attitudes about public service, a group of the telephone interviewees was asked to describe the impact of the program on their views about public service. Most indicated that the program enhanced in various ways their views about public service, noting that it gave them exposure to "people committed to helping others," and various career options. Others indicated that the program encouraged them to be more pragmatic about pursuing public service, with a new appreciation of the financial, political, and bureaucratic challenges. Still others observed that participating in the program made them more aware of the importance of solutions that encompass communities of color. (See Figure 36.)

Fig. 36

How Has Involvement with the Program Influenced Your Attitude about Public Service? Number of respondents citing:	
Enhanced it in various ways	25
No effect	6
More pragmatic/realistic	5
Convinced me of the importance of serving communities of color	4

Source: AED career trajectory telephone survey; n=60

THE PROGRAM AND THE MEANING OF PUBLIC SERVICE

To gain a full understanding of the way in which the program fostered lives of public service, it is necessary to understand what public service means to the Fellows. When asked for their definition of public service, over 600 respondents shared their thoughts on the subject. While the answers varied considerably, they generally addressed either of two issues: *whom* to serve, and *how* to provide service.

Those respondents whose public service definition centered on *whom* to serve generally cited either the general public or a specific group of people who were underserved or marginalized. Those who favored the broader definition were in agreement with one respondent who identified public service as "serving the public in ways that help advance the human condition."

This broader definition can have a global perspective, as seen by one respondent, who sees public service as "working for the good of the greater population…to socially create a better world." One respondent who suggested the definition of "providing a service to traditionally underserved groups," went on to explain this designation by adding that "this service is typically not provided by the private sector, because it is not economic."

The Fellows and alumni who took the perspective of *how* service was rendered tended to identify a particular sector or sectors. One respondent noted that public service "generally involves a government position." Another saw public service as "working for the betterment of people in a not-for-profit institution." Some Fellows and alumni used a negative definition of "not working in the private sector; working in a nonprofit or governmental sector." Other respondents emphasized volunteerism, citing "any non-paid activity that helps to benefit the common good." Another respondent suggested "work within the public or private sector that supports the needs of individuals or specific policies through advocacy, implementation of public policies, or direct service to individuals."

These survey responses were echoed in the telephone survey, where the career trajectory group of interviewees saw public service as "service to the community" (23 respondents), service through federal, state, or local government (13 respondents), volunteer service (7 respondents), service through the nonprofit sector (4 respondents), or service through the private sector (one respondent). (See Figure 37.)

Fig. 37

Public Service Is Characterized As… Number of respondents citing:	
Service to community	23
Service through federal, state, or local government	13
Volunteer service	7
Service through nonprofit sector	4
Service through private sector	1

Source: AED career trajectory telephone survey; n=60

The private sector group of telephone interviewees offered another perspective on the issue of whether work in the private sector could be considered public service. When asked whether their employment in the private sector had changed their definition of public service, the 21 interviewees offered two broad responses. A majority (n=12) indicated that their experience in the private sector had changed their beliefs, reflecting the view of one respondent that "the private sector can impact community organizations." The remaining nine interviewees did not change their definition of public service and continued to exclude the private sector from consideration. They saw public service as "a volunteer issue," "a public sector issue," or a prospective "opportunity (in their present work) to combine both public service and the private sector." Whatever their views on the issue, PPIA Fellows in the private sector—like their peers in the public or nonprofit sectors—possess a public service yardstick with which they measure their personal impact and that of the institutions that play a role in their working and non-working lives.

The academic and social aspects of the program helped to shape these definitions of public service. In some cases, the experience broadened the Fellows' vision of those to be served, in others it helped focus that vision, and provided a knowledge of the institutions serving the public interest. Ultimately, however, the program may have offered something much more: the opportunity to make a difference in the lives of others. Many Fellows developed an interest in public service while in college. Perhaps the desire to serve the public was forged through experiences in their community, or high school, or church. While their commitment was strong, their competencies were not yet developed. Respondents referenced the empowerment gained through the program experience when they discussed "serving the public in a professional capacity" or "using current skills and knowledge…to serve and benefit community residents at large."

The Fellows' language, usually measured, became more personal and emotional when they discussed the responsibilities and expectations they often placed on themselves as PPIA Fellows. The relationship between program and practice is perhaps best exemplified by one Fellow who cited a passage from Luke (12:48):

> *From everyone who has been given much, much will be demanded; and from the one who has been entrusted with much, much more will be asked.*

This sense of an extraordinary trust instilled by the program is nicely summed up by the respondents who defined public service as, simply, "giving back."

KEY FINDINGS

OF THE CHANGING PATTERNS OF PUBLIC SERVICE

- **The data clearly demonstrate the disparity between one's objective public sector employment and one's subjective sense of being in the public service.**
- **Professional opportunities to perform public service exist beyond employment in government. A larger proportion of Fellows conceive of the work that they perform as public service than the proportion who are in the public sector.**
- **Participation in the public sector has declined while participation in public service has remained relatively stable.**
- **Program Fellows characterized their professional positions to be in public service at higher rates than the Program Applicants.**
- **With regard to career, volunteer work, and professional associations alike, Fellows reported public service involvement at higher rates than applicants.**
- **Seven out of ten Fellows indicated that the program contributed "considerably" or "a great deal" to achieving their public service career goals.**
- **Participation in PPIA promotes a personal commitment to public service regardless of professional career choice. Forty-six percent of the Fellows who said their careers were not in public service responded that they had contributed significantly to public service through volunteering.**
- **The academic and social aspects of the program shaped the Fellows' definitions of public service. In some cases, the experience broadened the Fellows' vision of those to be served, in others it helped focus that vision, and provided a knowledge of the institutions serving the public interest. Ultimately, however, the program offered an extraordinary opportunity—the chance to make a difference in the lives of others.**

"Though I had already made a decision to pursue a career in public policy and service prior to attending the Junior Institute, my experiences and interactions with other PPIA Fellows not only served to inspire me to pursue these goals but also challenged me to think critically about the problems I felt passionately about and my role in addressing them."

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V.

SUMMARY
CONCLUSIONS

The PPIA Program, with its focus on public service professions, offers lessons in two areas. First, it provides insight into the potential of a graduate fellowship program to identify, attract, and prepare students of color for the purpose of pursuing graduate degrees in the public service field, undertake careers in the field, and rise to positions of professional leadership. It shows how such a program can serve to heighten awareness of public service as a career opportunity, provide opportunities for skill- and confidence-building, and offer exposure to professional experiences.

"...The program widens our understanding of such larger societal issues as the importance of nurturing public service leadership cadres and the value of a racially and ethnically **DIVERSE LEARNING ENVIRONMENT**."

At the same time, the program widens our understanding of such larger societal issues as the importance of nurturing public service leadership cadres and the value of a racially and ethnically diverse learning environment. The 1988 Commission on Minority Participation in Education and American Life adopted as its first recommendation: "We challenge America's institutions of higher learning to renew and strengthen their efforts to increase minority recruitment, retention, and graduation."[39] The PPIA Program represents a successful example of the higher education community's response to that challenge. Another Commission recommendation called upon minority public officials, institutions, and voluntary organizations to expand their leadership roles.[40] The PPIA Program is an exemplary response to an expressed need for increased minority leadership.

PROGRAM QUALITY AND FELLOWS' EXPERIENCES

The students who participated in the program reported an overall satisfaction with their program experiences. Their awareness of public service as a career choice increased, as did their awareness of career options. They achieved an increased understanding of and commitment to public service. They seized opportunities for peer networking and, especially, for meeting other students from a variety of racial and ethnic backgrounds.

Without question, the most salient aspects of the program were the Junior Institute and the graduate fellowship. As the point of entry and the core academic experience of the program, the importance of the Junior Institute stands out. It offered students the opportunity to perfect analytic techniques and explore in depth key public policy issues while instilling confidence and a sense of camaraderie among the participants. These experiences enhanced Fellows' competitiveness in terms of admission to a graduate school of choice. The long-established curriculum of the Junior Institute gave graduate schools a high level of certainty that the Fellows were a sound investment. Fellows justified that confidence by completing their degrees at higher rates than the graduate student population at large.

The Senior Options following graduation from college provided an important opportunity for Fellows to gain additional skills through courses in languages or mathematics and/or to take part in internships or international programs. These activities deepened Fellows' understanding of the career choices before them and enhanced their preparation for graduate school. Most students participated in some type of senior summer activity.

Deferral was another valuable option, allowing students to delay their entry into graduate school while they gained valuable work experience and enhanced their competitiveness for graduate school admission. Such work also gave them a sense of what they were getting a degree for, and helped give them a vision of public service leadership.

The graduate fellowship, with its support of a two-year degree program, proved essential to students' enrollment in graduate public policy or international affairs studies. It enabled them to make steady progress toward graduate degrees without the interruptions and loss of momentum that can happen when college graduates lack the financial means to attend graduate school. Fellows tended to pursue graduate school, enroll in a public policy or international affairs program, and obtain their degree at higher rates than a comparison group.

EDUCATIONAL ACHIEVEMENT

The research findings above clearly show that the program achieved its goals of getting more talented young people of color into public service, and it was shown to be influential in affecting Fellows' educational achievement. The following statistics speak eloquently of achievement and goals reached:

Of the program Fellows surveyed who had completed their undergraduate degree, 97% had applied to graduate school and 96% actually enrolled. Eighty-six percent of all responding Fellows enrolled using a program fellowship, and nearly eight out of ten (78%) went on to graduate with an advanced degree in public policy or international affairs. In contrast, just over half of the comparison group enrolled in graduate school (52%), and less than one out of ten (8%) graduated with a degree in public policy or international affairs.

Perhaps most impressive is the apparent influence of the program on those participants who entered with career goals other than public policy or international affairs. Of those individuals, nearly nine out of ten (89%) went on to graduate with degrees in public policy or international affairs.

CAREER TRAJECTORY

Program Fellows pursued public service jobs at high rates. Over 78% of Fellows began their careers in public service jobs and over 84% held public services jobs at some point in their careers. Over 70% of Fellows are currently in public service positions. Fellows also pursued public service jobs at a higher rate than applicants.

While there was migration across sectors overall, Fellows tended to stay in the public sector. Of those who made a career move, only 18% moved from public service to non-public service positions. Those who did leave the public sector stated that their decisions reflected deliberate career planning rather than the possibility of increased remuneration. They cited factors such as increased responsibility, challenges, advancement, and multi-sector experiences.

While a small percentage of Fellows encountered obstacles to their professional advancement as a result of racism and sexism, Fellows generally reported strong patterns of advancement within their careers. Large majorities indicated that the program enabled them in a significant way to play a leadership role (56%) or to obtain and exercise decision-making authority (58%).

CONTRIBUTIONS TO PUBLIC SERVICE

In the spirit of "giving back," program Fellows expressed a broad-based commitment to public service. Through their careers, memberships in professional associations, and volunteer work they consistently reported a greater involvement in public service than did the comparison group. Even most Fellows who do not work in public service reported that they engaged in volunteer activities. Time and again, either through written comments on the survey or through the telephone interviews, the Fellows reiterated the value of program participation and the positive influence it has had on their professional and personal lives. While they have differing ways of defining public service, they see it as bettering people's lives, especially the lives of those who are underserved or marginalized.

"I cannot overstate how important the [program] was in enabling me to attend grad school. It motivated me, gave me confidence, expanded my awareness, and opened doors that I didn't even know existed. (I was a poor kid from the 'hood, an affirmative action beneficiary, knowing little about the outside world and fearing it.) The program channeled my hope, street smarts, and academic [preparation]."

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VI.

RECOMMENDATIONS
AND IMPLICATIONS FOR PUBLIC POLICY

The PPIA Program stands at the center of significant public policy issues related to public service in a diverse and interconnected world. This research study shows that the experiences of the Fellows in the course of the program, in graduate school, and as they began their careers, have national and international implications and have much to teach us as we look for ways to replicate and build upon the lessons of this successful program.

On the basis of these research findings, the Academy for Educational Development recommends follow-up action by five key actors who have been instrumental in the history of the program: the higher education community; program alumni; communities of color; the philanthropic community; and employers. In addition, AED believes that the nation at large must focus attention and resources on measures, beginning at the primary and secondary school levels, that will assure the nurturing of public service cadres for tomorrow. Finally, AED encourages employers—both public and private—to adopt policies to foster and support employee volunteerism.

THE HIGHER EDUCATION COMMUNITY

In seizing the initiative to create the program in 1980, the participating graduate schools of public policy took a bold and significant step, foreshadowing recommendations made by the higher education community at large in the 1988 Commission on Minority Participation in Education and American Life. In the ensuing years, these schools "and the entire higher education community" have remained united in the support and practice of affirmative action in admissions and financial assistance, in the face of substantial opposition. APPAM's and APSIA's continued conduct of and support for PPIA and similar programs deserve strong positive responses.

Currently, three associations—APPAM, APSIA, and the National Association of Schools of Public Affairs and Administration (NASPAA)—have joined to continue PPIA in its mission "to encourage the participation of Americans of color and other underrepresented groups in public policy and international affairs."

In addition, the program model may be of benefit to other disciplines. For example, a May 2000 report of the American Bar Association (ABA) Commission on Racial and Ethnic Diversity in the Profession found that the entry of people of color into the legal profession has slowed considerably since 1995. Citing the impact of anti-affirmative action measures, the report also found that, in 1999, the number of law graduates of color dropped for the first time since 1985.[41] This development is of particular significance to this study. ABA data show that law graduates of color are more likely than whites to enter government, public interest, and business practice and less likely to enter private practice. As one of the leading traditional routes to public service careers, the legal profession may represent another opportunity to increase the representation of people of color in public service through use of the PPIA Program model.

RECOMMENDATIONS:

1. *The study has demonstrated that the program is highly successful. We therefore recommend that the program model be continued and that the replication of that model for other disciplines be explored.*

2. *We recommend that the program continue its focus on people of color. Fellows have confirmed the benefits of the exchange, interaction, and empowerment flowing from bonding with others who have common—yet varied—experiences as people of color in U.S. society.*

PROGRAM ALUMNI

Program alumni responses to the survey expressed clear priorities for the future. These included: the development of outreach activities in primary and secondary schools so that young people would be exposed to public policy and international affairs professions; increased networking and mentoring of young people and other professionals of color; and stimulating support for this and other graduate fellowship programs for students of color.

A series of regional alumni conferences funded by the Ford Foundation supported the creation of a national alumni structure. Conferences and/or retreats were held in New York, New York; Washington, D.C.; Austin, Texas; and Oakland, California. An interactive on-line alumni directory has been created. Alumni organizing efforts must continue and deserve continued strong support from universities, donors, and the alumni themselves.

RECOMMENDATIONS:

1. *We recommend that program alumni continue their efforts to organize a national alumni organization, with an emphasis on networking, mentoring, and other goals as determined through the series of regional conferences and other contacts.*

2. *We recommend that the program alumni take advantage of opportunities to network through professional associations.*

RECOMMENDATIONS

COMMUNITIES OF COLOR

Program alumni can serve as dynamic change agents in their respective communities of color, as well as in the larger society. For many Fellows, the Junior Institute experience of working in multicultural teams to identify, analyze, and attack critical policy issues was new. This experience, buttressed by collaborative work with other program alumni, may provide a springboard for the next phase of the history that began as an abolitionist movement and evolved into the civil rights movement. The honing of a comprehensive, multi-tiered agenda may be a work in progress. Along with the achievement of professional positions and income goes the corresponding responsibility of those who have "made it" to work to pave the way for others to follow. Leadership from communities of color is required.

RECOMMENDATIONS:

1. *We recommend that communities of color work with all program partners—universities, alumni, and foundations —to help continue recruitment of new generations into public service professions.*
2. *We recommend a similar effort to target "give back" opportunities within communities of color throughout the United States and the world.*
3. *We recommend that people of color make a coordinated effort to find new funding sources to support an ongoing PPIA Program and the establishment of similar efforts in other disciplines.*

"Along with the achievement of professional positions and income goes the corresponding responsibility of those who have 'made it' to work to **PAVE THE WAY** for others to follow."

THE PHILANTHROPIC COMMUNITY

The philanthropic community is strategically positioned to reinforce linkages and build on the program experience, particularly with universities, program alumni, and communities of color. The APPAM and APSIA universities are supporting graduate fellowships and junior institutes from their own funds and continuing their collective effort to win new philanthropic support for an expanded program. Program alumni have completed a series of regional meetings designed to create a national focus on continuing outreach to minority undergraduates and providing networking and support to policy and international professionals. Each of these groups has continuing outreach and support commitments, but will require additional support from the donor community for their efforts to have a national impact. Collectively and individually, each of these efforts will require substantial material resources.

RECOMMENDATIONS:

1. *We recommend support for new networking, mentoring, and resource-sharing programs that target Fellows and other professionals of color as they advance in public service careers. Such programs should address strategies for breaking through glass ceilings and achieving positions of leadership while serving the public interest with integrity, vigor, and vision.*
2. *We recommend that the philanthropic community support the expansion of the PPIA Program model to create parallel programs in other disciplines such as law, medicine, education, and engineering, as well as the technology-based disciplines. All of these disciplines will be required in the new public service. We also recommend that the philanthropic community continue to support the APPAM and APSIA universities in their efforts to strengthen and enlarge PPIA.*
3. *We recommend support for new programs to help high school and undergraduate students discover the meaning of a public service career and to encourage them to begin to consider such a career option.*

EMPLOYERS

Employers play the pivotal role in assuring diversity in public service. It is the employer who sets the recruitment, retention, and human resource policies in the workplace. PPIA Fellows' excellent training and willingness to serve will be meaningless to society unless public service agencies and organizations establish policies and practices to make the workplace free from racism, favorable to professional development, and conducive to public service.

RECOMMENDATIONS:

1. *We recommend that employers recruit employees of color; that they institute retention, mentoring, and personnel policies designed to assure the continued professional development and progress of those persons; and that they maintain institution-wide policies to assure the diversity competence of all employees.*[42]

2. *We recommend that employers provide tuition assistance benefits and encourage junior and mid-career staff to use these resources to pursue advanced education and training in public service professional fields.*

3. *We recommend the creation of formal employee volunteer programs (EVPs) to encourage and facilitate volunteerism, especially by those who may be employed in the private sector.*[43]

The nation at large continues to have an important stake in the continued existence of a program such as PPIA and in the replication of the program model in other disciplines. Evidence of this national need is documented by two recent studies: one—noted above—with respect to the legal profession and the second centered on college freshmen.

A survey of the attitudes and aspirations of college freshmen in the year 2000 showed that political engagement among first-year students "has reached an all-time low."[44] Conducted by the Higher Education Research Institute at the University of California at Los Angeles, the survey received responses from 269,413 students at 434 undergraduate institutions. With respect to probable career occupations, the survey revealed that less than one percent (0.8%) of freshmen indicated "policy maker/government" and only 0.6% indicated "foreign service worker." These two careers were only slightly higher than "skilled trades" at 0.4%. These results were characterized by the chairman of the Hunter College department of political science, Kenneth S. Sherrill, as "a classic danger sign for any democratic political system."

Responding to the decline in law graduates of color noted above, ABA past president, William Paul, expressed similar concern. He described the findings of the ABA study as "disturbing" and a threat to "the very survival of our justice system, which is the connecting link between the rule of law and society."[45]

These observations confirm the relevance of this study and the wisdom of the recommendations of program alumni: the development of outreach activities in primary and secondary school to help expose young people to public policy and international affairs professions and increasing public service professionals' visibility and leadership in their networking and mentoring outreach to young people. This study documenting the success of the PPIA Program is a timely expression of hope and of a proven model that can help avert the dangers forecast by these studies.

APPENDICES

A. RESEARCH METHODOLOGY 68

B. PPIA PARTICIPATING SCHOOLS 72

C. RESEARCH ADVISORY GROUP 73

Research Methodology

In developing the research agenda and methodology for this study, AED sought guidance from many sources. These included the Research Advisory Group, convened specifically for this purpose (see Appendix C for list of participants); program alumni who participated in focus groups; AED research staff; and Terry Clark, whom the Ford Foundation engaged to assist AED in structuring the research process.

In discussions with these groups and individuals, four lines of inquiry emerged: (1) patterns of program participation; (2) program quality; (3) the educational achievements of program participants; and (4) the career histories of program participants. In order to control for personal factors that might influence the impact of the program, AED collected basic demographic data from participants based on their age, gender, race/ethnicity, location and year of participation in the Junior Institute, and year of graduation.

RESEARCH DESIGN AND CHALLENGES

To obtain a comprehensive understanding of the program, its effects, and how both may have evolved over time, the research team attempted to collect data from every program participant and a sample of applicants who did not participate in the program. Over the course of the last two decades, the program enrolled and served approximately 2,500 Fellows. Gathering data from a population of this size, now scattered across the nation and in some cases overseas, presented a daunting challenge.

A second set of research issues stemmed from the desire to draw conclusions about the relative effects of program participation. This required identifying, accessing, and gathering data from a comparison group.

The fundamental research questions included in the study may be summarized as follows:

To what degree did participants access program components? The study sought first to establish the degree to which the various components of the program (i.e., Junior Institute, Senior Options, deferral activities, and graduate school fellowships) were used by participants. The study also gathered data on how participation patterns in each component changed over time.

What are the participants' impressions of program quality? The study gathered, from the participants' perspective, information about the relative importance of the various program elements and their relationship to academic and career outcomes, including performance in the workplace. Specifically, the research explored participants' impressions of the Junior Institute and Senior Options; graduate fellowships (including level of funding); skills gained; course of study pursued; and post-program support (e.g., mentoring, alumni network).

What were the participants' educational achievements? We collected data from participants describing their educational and training histories, including undergraduate institutions attended; application to, enrollment in, and graduation from graduate school; course of study selected in graduate school; advanced degrees earned and in which areas of concentration. The study sought to determine the relationships between participation in PPIA and these educational achievements.

What were the participants' career histories? Perhaps the most important question to be answered through this project is to what degree participation in the program encouraged and supported participants' pursuit of public policy careers. The study sought to establish the strength of that relationship and go a step further by examining the sequence of positions program alumni have held in the public, private, and nonprofit sectors. Data collected included first and current position and sector (public, private, nonprofit); career progression, including mobility among sectors; and volunteer contributions to public service.

CHANGING PROGRAM CONTEXT

It is unusual to examine a program that has been in operation for 20 years. The analyses were complicated by the social, political, and economic changes in the United States over the life of the program. In conducting the analyses and preparing the report, the research team attempted to take into consideration general trends, perceptions, and opportunities that existed in the broader social context. These include affirmative action policies, the trend toward downsizing of government, the changing structure of public service, globalization, and the changing nature of the program itself. These issues are introduced and discussed in greater detail in Chapter II.

DATA COLLECTION INSTRUMENTS

In addressing the questions related to the program participants, AED employed a two-phase data collection process. In the first phase, a detailed mail survey instrument was designed to gather data on program participation, educational achievement, and career history. This survey was mailed to every fellow participating in the program whose address was on file (n = 2,475). A comparison sample drawn from program applicants also received a mail survey. Their responses were used to gauge the relative effects of program participation.

In the second phase, in-depth telephone interviews delved deeper into issues of program quality, the relationship between the PPIA experience and outcomes, and the nature of public service. A purposive sample of 100 Fellows was selected from the mail survey returns to participate in the telephone interviews.

MAIL SURVEY

The mail survey contained 45 closed-end questions designed to gather data on personal demographics, program participation, overall sense of program quality, educational achievement, and career history. Opportunities for respondents to answer one open-ended question and to offer additional comments were provided. The comparison group received a modified version of the survey, lacking only the questions about program participation and program quality.

To expedite participation in the telephone survey, each respondent to the Fellows' mail survey was given the opportunity to express his or her interest and willingness to be contacted at a later date to participate in a follow-up telephone interview.

PRE-TEST

To ensure that the instruments were effectively designed, were not overly burdensome, and captured the information they were intended to collect, the survey instrument was pre-tested with a number of participants in the Washington, DC, area and further discussed with two focus groups, one of Sloan alumni from the earlier years, and one of more recent alumni. In addition to testing the instrument, we used the focus groups to collect information related to program quality which informed the construction of the telephone survey.

TELEPHONE INTERVIEWS

The telephone protocol was designed to gather deeper insight into participants' impressions of the PPIA program, and the relative quality of its respective components, through an interview format. Open-ended questions allowed for individual responses.

The telephone survey used a purposive sample design, strategically targeted to certain sub-samples of the PPIA population, to elicit in-depth information concerning patterns observed in preliminary analyses of the mail survey. Three issues deserving additional attention emerged from our analyses suggesting three telephone protocols, each with their own respective target group. These issues were: current program quality; work in the private sector; and career history and trajectory.

Current Program Quality: While all Fellows were asked to provide their impressions of program quality, it was agreed that recent and current participants could best speak to these issues. Therefore, a protocol exploring issues of program quality was designed and administered to a sample of 20 Fellows who had participated in the program over the last five years. The majority of these individuals were still completing their graduate studies, while a small number had not yet enrolled in graduate school.

Work in the Private Sector: Recent studies on the "new public service" have suggested that many individuals seek opportunities to contribute to the social good in non-traditional arenas. Preliminary analysis of our data supported these findings. Therefore, a protocol exploring the relationships between the private sector and public service was developed and administered to a sample of 20 Fellows who identified themselves as currently employed in the private sector.

Career Trajectory: Since this was the major dependent variable of our study, we felt it was essential that impact of program participation on career choice and trajectory be explored in greater detail. Therefore, a protocol exploring employment patterns, career changes, and the relationship between program participation and careers was developed and administered to a sample of 60 Fellows who had completed their Junior Institute prior to 1995. Selecting this date for the study allowed at least five years for Fellows to complete their education and enter the workforce.

AED subcontracted with the Williams Group of Grand Rapids, Michigan, a firm with specialized expertise in conducting in-depth telephone surveys, to conduct the telephone interviews and summarize verbatim responses.

DATA COLLECTION CHALLENGES AND STRATEGIES

Since the study sought to understand how program participation influenced Fellows' educational and career achievement, obtaining data from Fellows with many years of career history upon which to reflect was essential. The major challenge the research team faced was reestablishing contact with Fellows whose relationship with the program may have ended up to 20 years earlier. Because the program was administered by three organizations, access to participant records and the quality of those records were mixed. We expected that the best data would come from recent cohorts of participants, and that data would decrease in accuracy and reliability as we went back in time.

Program administrators maintained relatively complete contact information for all PPIA applicants between the years 1996-1998, inclusive. Therefore, we decided that the best option for selecting the comparison group was to employ the program database of applicants for these years. While these cohorts did not offer lengthy career histories, the superior quality of contact information presented our best hope of obtaining a useable response rate. This strategy allowed the research team to directly compare the educational outcomes and early careers of a sub-sample of Fellows to a pool of contemporaries. The major challenge the team faced here was to obtain feedback from the sample of applicants.

The research team sought to determine the comparability of the Fellow and applicant samples. We were particularly concerned that variations in college academic achievement might account for observed differences in graduate school outcomes. As discussed in Chapter 1, each participating school established a set of criteria to identify and recruit program Fellows. According to program administrators, educational achievement was only one of several qualities that entered into this determination. In other words, the ensemble of qualities would determine the choice of Fellows, an ensemble that could make the result much different than if the choice were determined solely by educational achievement or any other single criterion. Given the range of variables, program administrators observed that one would be likely to find as much variation in academic achievement within the two samples as between them.

The team employed several strategies to collect the needed data. First, it agreed that the best strategy to encourage participation would be to frame the study as an opportunity for participants and applicants, and by extension, people of color, to provide valuable personal feedback on the efficacy of an educational affirmative action program. Cover letters for the mailed surveys were drafted with this intention in mind. Solid data and honest input were needed if the study were to help guide future policymaking and program design.

Second, a systematic process of reminders and personal follow-ups was established, resulting in multiple points of contact with the target group. A postcard reminder was mailed to the entire target group two weeks after the initial mailing. A complete package containing cover letter and survey was mailed to all non-respondents fours weeks after the initial mailing. E-mail reminders were sent to every individual whose e-mail address was on file. Final postcard reminders written by a group of Fellows were mailed under their signatures. No follow-up system was used with the applicant pool. Figure 1 shows the timeline of the survey and follow-up.

Fig. 1

Mail Survey and Follow-Up Schedule: April to August 2000

April 26	Initial Mailing of Survey (mailed to 2,475 Fellows and 997 applicants)
May 16	Postcard Follow-Up from AED (mailed to 2,223 Fellows)
May 22	E-mail Follow-Up (sent to every Fellow for whom AED had an e-mail address)
June 8	2nd Mailing of Survey to Non-Respondents (mailed to 1,708 Fellows)
June 28	2nd E-mail Follow-Up (sent to every non-respondent for whom AED had an e-mail address)
July 13	2nd Postcard Follow-Up from Program Alumni (mailed to 700 non-responding Fellows)
August 1	Data Collection Cut-Off Date

Finally, the survey follow-up allowed us to update mailing addresses. Classmates and colleagues forwarded e-mail messages to participants for whom the program office had outdated contact information. As mailings were returned, the team re-mailed survey packages to those for whom alternative addresses existed in the files. (Many participants listed both current and permanent addresses.) Thus if mail sent to the current address failed to reach the target, the permanent address was used. In a number of cases, this resulted in the survey being forwarded by family members to the target individual.

RESPONSE RATES

A total of 618 survey packages were returned to AED because of bad addresses. Ultimately, 922 completed Fellows surveys were returned to the research office, representing an overall

Fig. 2

FELLOWS' SURVEY RESPONSE RATES

	Total of All Mailed Surveys (n = 2475)	Total Minus Known Bad Addresses (n = 1857)
Total Surveys Completed (n = 922)	37.2%	49.6%
Surveys in Analytical Sample (n = 824)	33.2%	44.3%

response rate of 37%. (Deducting the surveys that never reached their target results in a response rate of 50%). However, 98 of the completed surveys arrived too late to be included in the statistical analyses. Therefore a total of 824 Fellows representing 33% of all program participants comprise the final analytical sample. Although their quantitative data was not included in the statistical analysis, the research team reviewed the qualitative data that Fellows provided in response to open-ended questions and requests for additional information, and included them in the qualitative analyses. Thus, information from 37% of the total population of Fellows informs our findings.

With respect to applicants (our control group of students who either were not accepted into the program or who were accepted but did not attend), 997 surveys were mailed, 121 were returned, 111 by the due date, representing a final response rate of 11%. This figure slightly exceeded the research team's anticipated rate of return of 10% and was achieved without the use of subsequent follow-up or reminder mailings.

A total of 103 telephone interviews were completed, averaging 20 minutes in length. Sixty-one individuals completed the career trajectory interview, 22 completed the private sector interview, and 20 completed the recent graduate interview.

DATA ANALYSIS

After each phase of data collection, standard research practices of data entry, coding, and cleaning were conducted to decrease the possibility of error entering into the analyses and to ensure the highest quality of data management. Survey data were coded, entered using a double key process, and verified by a subcontracted third party. Data were again cleaned and verified by AED staff prior to analysis. AED used the Statistical Package for the Social Sciences (SPSS) to assist in the analysis of survey data. Qualitative data were organized and coded using a modified Access database.

ADDITIONAL DATA SOURCES

To supplement these analyses, AED sought out other data sources that might provide a more complete picture. Sources for national data included: American Council on Education, *The Seventeenth Annual Status Report on Minorities in Higher Education* (Washington: American Council on Education, 2000); U.S. Department of Education, National Center for Education Statistics, Higher Education General Information Survey, *Fall Enrollment in Colleges and Universities* (Washington: Department of Education, 1998); Idem, *Life after College: A Descriptive Summary of 1992-93 Bachelor's Degree Recipients in 1997, with an Essay on Participation in Graduate and First-Professional Education* (Washington: Department of Education, 1999).

Sources of data on program Fellows and other specific data sets are included in: William C. Adams, "Phi Beta Kappas View Federal Employment: Attracting the Next Wave of Professionals," paper presented at the 1998 Conference of the National Association of Schools of Public Affairs and Administration, Boise, Idaho, 1998; Winston J. Allen, *Synthesis Report on Program Evaluation* (Washington: Joint Center for Political and Economic Studies, 1995); Timothy T. Clydesdale, *National Minority Professionals in Public Policy and International Affairs (NMPPIA): Database Survey – Final Report* (Princeton: Woodrow Wilson National Fellowship Foundation, 1996); Coalition of Minority Policy Professionals (CoMPP), *Report on Survey of Sloan Fellows* (1981-1989) (Princeton: Woodrow Wilson National Fellowship Foundation, 1996).

The research team also drew heavily from William Bowen and Derek Bok, *The Shape of the River* (Princeton University Press, 1998), and Paul C. Light, *The New Public Service* (Brookings Institution Press, 1999) for additional insight and data sources.

PPIA Participating Schools

American University
School of International Service
School of Public Affairs

Brandeis University
The Florence Heller Graduate School for Advanced Studies in Social Welfare

Carnegie Mellon University
The H. John Heinz III School of Public Policy and Management

The College of William and Mary
The Thomas Jefferson Program in Public Policy

Columbia University
School of International and Public Affairs

Duke University
Terry Sanford Institute of Public Policy

The George Washington University
Elliott School of International Affairs

Georgetown University
The Edmund A. Walsh School of Foreign Service
Georgetown Public Policy Institute

Harvard University
John F. Kennedy School of Government

Indiana University
School of Public and Environmental Affairs

The Johns Hopkins University
The Paul H. Nitze School of Advanced International Studies

Massachusetts Institute of Technology
Department of Urban Studies and Planning, School of Architecture and Planning

Tufts University
The Fletcher School of Law and Diplomacy

University of California, Berkeley
Richard & Rhoda Goldman Graduate School of Public Policy

University of California, Los Angeles
School of Public Policy and Social Research

University of California, San Diego
Graduate School of International Relations and Pacific Studies

University of Chicago
Irving B. Harris School of Public Policy

University of Delaware
Graduate College of Urban Affairs and Public Policy

University of Denver
Graduate School of International Studies

University of Maryland, College Park
School of Public Affairs

University of Massachusetts
Center for Public Policy and Administration

University of Michigan
Gerald R. Ford School of Public Policy

University of Minnesota
Hubert H. Humphrey Institute of Public Affairs

University of North Carolina, Chapel Hill
Master of Public Administration Program

University of Pittsburgh
Graduate School of Public and International Affairs

New School University
Robert J. Milano Graduate School of Management and Urban Policy

New York University
Robert F. Wagner Graduate School of Public Service

Princeton University
Woodrow Wilson School of Public and International Affairs

State University of New York
The Graduate School of Public Affairs

Syracuse University
Maxwell School of Citizenship and Public Affairs

Texas A&M University
The George Bush School of Government and Public Service

University of Southern California, Los Angeles
School of International Relations
School of Policy, Planning, and Development

University of Texas
Lyndon B. Johnson School of Public Affairs

University of Washington
Daniel J. Evans School of Public Affairs
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4) Ernest Wilson, Harriett Romo, and Lenneal Henderson, *Increasing the Representation of Blacks and Latinos in the Profession of Public Policy* (New York: Ford Foundation,1989).

5) William G. Bowen and Derek Bok, *The Shape of the River* (Princeton: Princeton University Press,1998), 1–14.

6) Commission on Minority Participation in Education and American Life, *One-Third of a Nation* (Washington: American Council on Education, 1988), 1.

7) Elizabeth Cook-Lynn, *Why I Can't Read Wallace Stegner* (Madison: University of Wisconsin Press, 1996), 140.

8) Michael A. Fletcher, "For Asian Americans, a Barrier or a Boon?" *The Washington Post* (June 20, 1998): A9

9) Allan E. Goodman, *The Dilemma Endures: Increasing the Representation of Minorities in Public Policy and International Affairs Careers* (Washington: Georgetown University, 1993), 1.

10) Paul C. Light, *The New Public Service* (Washington: Brookings Institution Press, 1999), 1.

11) Beryl A. Radin, *Beyond Machiavelli: Policy Analysis Comes of Age* (Washington: Georgetown University Press, 2000), 1.

12) Light, 6.

13) Light, 168

14) Donald E. Stokes, "The Changing Environment of Education for Public Service," *Journal of Policy Analysis and Management* 15, no. 2 (1996):158.

15) Stokes, 159.

16) Radin, 13.

17) Radin, 35.

18) Stokes, 164-165.

19) APSIA Website, www.apsia.org.

20) Thomas L. Friedman, *The Lexus and the Olive Tree* (New York: Farrar, Straus, Giroux, 1999), 19.

21) Richard D. Lambert, *International Studies and the Undergraduate* (Washington: American Council on Education, 1989), 167.

22) Lambert, 22-23.

23) Allan E. Goodman, "The Need for Diversity in the Diplomatic Corps," *Chronicle of Higher Education* (December 5, 1997): B6.

24) Jane Perlez, "As Diplomacy Loses Luster, Stars Flee State Department," *New York Times* (September 5, 2000): A10.

25) These comprise approximately 1,000 Sloan Fellows, 1,100 Woodrow Wilson Fellows, and 440 PPIA Fellows.

26) Timothy T. Clydesdale, *National Minority Professionals in Public Policy and International Affairs* (Princeton: Woodrow Wilson National Fellowship Foundation, 1996), Appendix 1, and Winston J. Allen, *Synthesis Report on Program Evaluation* (Washington: Joint Center, 1995), 8, report similar trends in racial composition among program participants.

27) American Council on Education, "Students of Color Continue to Make Modest Gains in Higher Education Enrollment," *ACE News* (February, 9, 2000): 4, adapted from *Seventeenth Annual Status Report on Minorities in Higher Education* (Washington: American Council on Education, 2000), reported general post-secondary enrollment increases over the five-year period from 1993-1997 of 9.8% for African Americans, 18.6% for Hispanic Americans, and 23.2% for Asian Americans.

28) Clydesdale, Appendix 1, reported similar findings for Woodrow Wilson Fellows. In response to the statement, "I would have attended graduate school in public policy/ international affairs even if I had not participated in the WW Program," 42% of respondents disagreed and 32% strongly disagreed.

29) AED, "Background Note: Tables on Senior Options, Deferrals, and Matriculations," *Report to the PPIA Policy Board* (Washington: AED, 1999), 2, noted a positive relationship between deferrals and matriculations as well. As matriculations increased between 1994 (73%) and 1995 (83%) so also did the proportion of deferrals (44% and 53% respectively). The proportion of Fellows deferring for more than one year also increased, from 10% in 1994 to 22% in 1995.

30) The PPIA fellowship clearly played a significant role in the educational and career plans of the Fellows. It is important to note that nearly 46% of those who enrolled in graduate school with a PPIA fellowship received additional financial/fellowship support beyond the program fellowship.

31) In Winston J. Allen, *Impact of the Program on Graduate School Decisions and Early Career Choices* (Washington: Joint Center, 1994), 16, a survey of Sloan seniors found that 41% enrolled in graduate school because of the "assured financial support." In the same year, 38% enrolled because of increased interest in public policy, 15% because of increased self-confidence and 2% because of improved quantitative skills. Four percent cited other reasons.

32) Winston J. Allen, (1995), 21, provides statistical information on the first four years of the Wilson program. Fellows who enrolled in program year 1989 had 62% enrollment in an APSIA institution, 1990 enrollees had 66% enrollment, 1991 enrollees had 57%, and 1992 enrollees had 75%.

33) Winston J. Allen (1994), 23, provided comparative data on year 1991 Fellows and non-participants. The study found that 72% of Fellows applied to graduate school, while only 51% of non-participants did so.

34) Clydesdale, Appendix 1, presented the following occupational sector data for Fellows who had completed a master's degree at a participating school: local government 13%; federal (domestic) 14%; federal (international) 1%; corporate 18%; private nonprofit 17%; advocacy/research organization 4%.

35) See Light, 90, Table 3-5, for discussion of why respondents in his study switched sectors.

36) A study by William C. Adams, "Phi Beta Kappas View Federal Employment: Attracting the Next Wave of Professionals" (paper presented at the 1998 Conference of the National Association of Schools of Public Affairs and Administration, Boise, Idaho, 1998, available on the World Wide Web at www.gwu.edu/~pad/research/pbk.htm) on attitudes toward employment in the federal government notes that only 18% of the survey group believed that federal employment provides a good starting salary and only 30% believed that salary increases are competitive.

37) Ideally, researchers would prefer to use an objective indicator that easily and straightforwardly identifies a position as being one of public service rather than relying on the subjective impressions offered by jobholders themselves. Unfortunately, no such indicator exists.

38) Timothy T. Clydesdale, Appendix 1.

39) Commission on Minority Participation in Education and American Life, 21.

40) Commission on Minority Participation in Education and American Life, 26.

41) American Bar Association, Commission for Racial and Ethnic Diversity in the Profession, *Miles to Go 2000: Progress of Minorities in the Legal Profession* (Chicago: American Bar Association, 2000), Executive Summary.

42) See David A. Thomas, "The Truth About Mentoring Minorities: Race Matters," *Harvard Business Review* (April 2001): 98-107. This article draws on a more detailed study by David A. Thomas and John J. Gabarro, *Breaking Through: The Making of Minority Executives in Corporate America* (Boston: Harvard Business School Press, 1999).

43) See Points of Light Foundation, *The Corporate Volunteer Program as a Strategic Resource: The Link Grows Stronger* (Washington: Points of Light Foundation, 1999).

44) Alex P. Kellogg, "Looking Inward: Freshmen Care Less about Politics and More about Money," *Chronicle of Higher Education* (January 26, 2001): A47.

45) James Podgers, "Progress Hits a Wall," *ABA Journal* (September 2000): 94.

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2 PART TWO

The PPIA Fellowship Program – Research Findings for Participating Institutions

Adria Gallup-Black, Ph.D., Principal Investigator

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INTRODUCTION

The following report focuses on outcomes for the schools of public policy and international affairs that participated in the Public Policy and International Affairs (PPIA) Fellowship Program, and complements the concurrent research effort that explored the educational and professional outcomes for about 1,000 of the PPIA Fellows.[1] This report—which is based primarily on telephone interviews with representatives of selected schools and supplemented by quantitative data—illustrates how and in what ways PPIA affected the schools' capacity to recruit and retain students of color, as well as the program's impact on the schools themselves.

METHODS

The research was a joint effort by New York University (NYU) and the Academy for Educational Development (AED), with the former responsible for instrument design, survey administration, data collection and analysis, and the latter responsible for sample selection and overall guidance and direction. Of the 40 schools that participated in PPIA since it began as the Sloan Fellowship in 1980, 22 schools with at least ten PPIA enrollments were selected by AED for the interview sample. Names and contact information were supplied for individuals who were most familiar with the program at their schools, either as PPIA administrators and/or admissions counselors; alternate names were provided if the original respondents were unavailable during the interview period. Additional names and contact information from schools with eight or nine enrollments were provided in order to pretest the survey instrument. Prior to setting the interview appointments, letters explaining the PPIA evaluation and the survey, as well as confidentiality procedures, were sent to all of the sample respondents; letters also went to the deans of the sample schools to inform them of the impact study.

In late June-early July, 2001, NYU staff conducted interviews with individuals from 19 of the 22 schools, as well as with two pretest respondents. All but one of the interviews were conducted by telephone (one submitted responses in writing), and all of the telephone interviews were audiotaped except for two, both at the respondents' request. Each interview took approximately 45 minutes to complete. Respondents were granted full confidentiality, with no names released and no quote associated with any particular individual; in addition, any who were quoted were asked for permission and given the opportunity to review the context in which the quote was used. The schools for which surveys were conducted were, in alphabetical order:[2]

University	Public Policy/International Affairs School
American University	School of Public Affairs
Brandeis University	Florence Heller Graduate School for Advanced Studies in Social Welfare*
Carnegie Mellon University	The H. John Heinz III School of Public Policy and Management
Columbia University	School of International and Public Affairs
Duke University	Terry Sanford Institute of Public Policy
Georgetown University	Edmund A. Walsh School of Foreign Affairs
	Georgetown Public Policy Institute*
Harvard University	John F. Kennedy School of Government
Johns Hopkins University	Paul H. Nitze School of Advanced International Studies
Massachusetts Institute of Technology	Department of Urban Studies and Planning, School of Architecture and Planning

continued on next page

University	Public Policy/International Affairs School
New School University	Robert J. Milano Graduate School of Management and Urban Policy
Princeton University	Woodrow Wilson School of Public and International Affairs
Syracuse University	Maxwell School of Citizenship and Public Affairs
University of California at Berkeley	Richard & Rhoda Goldman Graduate School of Public Policy
University of Chicago	Irving B. Harris School of Public Policy
University of Denver	Graduate School of International Studies
University of Maryland at College Park	School of Public Affairs
University of Minnesota	Hubert H. Humphrey Institute of Public Affairs
University of Pittsburgh	Graduate School of Public and International Affairs
University of Texas (Austin)	Lyndon B. Johnson School of Public Affairs
University of Washington	Daniel J. Evans School of Public Affairs

* pretest

To supplement the interviews, enrollment data and career data (albeit to a lesser degree) were collected. The enrollment data came from three sources: the National Science Foundation (NSF) Survey of Graduate Students in Science and Engineering public use data files from 1980 through 1999; available (and releasable) institutional data from some of the survey sample schools; and the U.S. Department of Education, National Center for Education Statistics' Integrated Postsecondary Education Data System (IPEDS) public use data files from 1990 through 1997, for comparative data on all graduate students from the universities that housed the PPIA public policy schools. A listing of the schools represented by each source, as well as a fuller description of the data, is contained on page 113 in the Appendix. Although no data source contained information on the universe of PPIA policy schools, using administrative data had two important advantages. First, using the registrar and institutional research data made it unnecessary for respondents to concern themselves with gathering data in addition to submitting to an interview, thus reducing respondent burden. Second, the public use files allowed for longitudinal analyses, as well as analyses of schools that were not within either the 22 survey sample schools or even PPIA itself, and provided the kind of data uniformity that made more rigorous examinations possible.

Toward the end of the interview period, a preliminary analysis of the responses gathered to date on students' careers after graduation prompted a cursory search—mainly on the World Wide Web—for quantitative data to support some of the assessments. Data were collected for ten schools (in many cases for a multi-year period); the list of schools may be found on page 116 in the Appendix.

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FINDINGS

"...It would be hard not to come to the conclusion that this kind of program is of critical importance in really ensuring that students of color will continue to pursue careers in public policy and international affairs. I don't think it will happen if these programs go away. My feeling also is that... some of the other institutions should step up and make the commitment—with or without a major funder."

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KEY FINDINGS
OF RESEARCH STUDY ON PARTICIPATING INSTITUTIONS

The Impact of PPIA on the Recruitment and Enrollment of Students of Color

- PPIA was integral to schools' recruitment efforts, functioning alongside pre- or co-existing strategies aimed at students of color. PPIA affected recruitment both indirectly and directly: indirectly, by word of mouth from past Fellows; and directly, by way of targeted mailings to applicants, and, most importantly, through the Junior Institute, which provided schools a ready-made list of qualified, motivated students of color.

- The story is mixed as to whether PPIA *in and of itself* was instrumental in increasing minority enrollment in graduate school. While several respondents noted that there were some students who may have never considered graduate school if not for the academic and financial assistance provided by PPIA, the absolute numbers of PPIA students who had been admitted throughout the history of the program were not enough to increase the overall percentage of minority students.
- Analyses of quantitative data indicate that minority enrollments increased in the PPIA schools between 1980 and 1999. However, the increases were driven by those schools that had sizeable (i.e., 15% or more) minority enrollments to start with. In comparison, minority enrollments in the non-PPIA public policy schools also increased during the same time period.
- Whether or not PPIA increased any given school's overall percentage of minority students, it nonetheless served a critically important function: mainly, by effectively reducing the labor intensity of identifying and targeting qualified and motivated students of color. In addition, PPIA gave many schools the operational capacity to craft creative strategies of their own to attract students of color.
- The repeal of affirmative action in some states affected the participating schools. For those schools that were directly impacted, there was a "chilling effect" that resulted in declines in applications and enrollments. However, although they could not use PPIA to target students of color, schools designed strategies to increase diversity while remaining within the law (in part by expanding the targeting efforts to all groups, and in part by considering economic disadvantage rather than race). Schools that were not directly impacted were mindful of potential lawsuits and other initiatives to eliminate affirmative action.
- The schools remain committed to the mission of PPIA in their efforts to recruit students of color, and all of the survey sample schools are part of the "new" PPIA (although some schools by law are constrained from implementing some components, such as the $5,000 minimum fellowships).

PPIA AND FUNDING STRATEGIES

- Of all of the PPIA components, the matching requirement generated the most criticism from the survey sample respondents.
- Except for those schools in the strongest financial position – that could well afford to accept and fund all qualified students – the matching requirement forced schools to make some difficult choices, constraining not only the number of PPIA students but the number of non-PPIA students of color that could be accepted and funded.
- In all but two of the sample schools, the $15,000 matching requirement alone was more than schools offered in financial assistance to non-PPIA students, which created two distinct and unequal streams of funding. This also caused inequities among students themselves, as schools needed to justify the lesser awards to non-PPIA students, many of whom were as qualified academically as the PPIA students.
- Only the wealthiest schools could offer all students – PPIA or not – full financial aid. In these cases, the only difference between PPIA and non-PPIA students was that the former were subsidized at $15,000 each and the latter were not.
- Some schools, however, saw the value in the PPIA financial package, functioning as an effective enticement in luring students away from those schools that charged more than $30,000 per year.

KEY FINDINGS

PPIA, STUDENT RETENTION, AND PROGRAM COMPLETION (GRADUATION)

- No school had any official retention strategies that were aimed toward minority students *per se*. However, students of color were able to take advantage of less formal mechanisms – such as student groups, mentoring by faculty, etc. – that often functioned in concert with the school's official strategies for all students.
- Respondents felt that the PPIA financial package eliminated the monetary incentive to drop out, and that the Junior Institute prepared students so well that dropping out for academic reasons was not an issue. (However, these schools also had high retention rates overall.)
- All but three respondents reported that graduation rates for PPIA students were no higher or lower than those for non-PPIA students.

PPIA AND CAREERS AFTER GRADUATION

- About two-thirds of the survey sample schools had no specific career agenda. However, most PPIA students were already oriented toward public service careers.
- Respondents' general estimates of the public/private/not-for-profit breakdown of students' (both PPIA and non-PPIA) first jobs were in the range of 45%-55% public, 25%-35% private, and 15%-25% not-for-profit, with the rest either unknown or pursuing additional study.
- Respondents reported a career shift from the public to the private sector, particularly from the 1980s to the 1990s, attributing the shift to a loss of federal jobs in the 1990s, aggressive recruitment by the private sector, and students' perceptions of greater opportunities in the private sector.
- Respondents from schools of international affairs reported that almost all students go into the international career field (which included jobs in the United States with an international focus); the opposite was true for schools with no international affairs component. Respondents from schools with both foci reported that the international affairs students gravitated toward international careers, and the domestic policy students went to domestic policy careers.
- Some respondents reported trends in movement toward the international arena, as the global economy and worldwide communications created more opportunities.
- Many (although not all) respondents believed that there were career sector shifts over time, particularly from the public to the private sector, for some of the same reasons that students select the private sector as their first job (i.e., fewer public jobs and the perception of more opportunities).

"Some respondents reported trends in movement toward the international arena, as the global economy and **WORLDWIDE COMMUNICATIONS** created more opportunities."

OVERALL IMPACTS AND FINAL OBSERVATIONS

- Almost all respondents reported that PPIA made it far easier for schools to target students of color, which in turn made the task of diversifying that much easier.
- Many felt that PPIA left its mark on the culture of the school, mainly through the PPIA students themselves, and in two ways: first, as strong students by virtue of participation in the Junior Institute, and, second, as leaders.
- In terms of what works to encourage minority involvement in public policy and international affairs, the bottom line was *visibility*: seeing professionals of color in the fields. Equally important was presenting public policy as a viable career choice, where students could make both a difference and a living.
- Respondents' impressions of the impact of PPIA in the fields of public policy and international affairs was that it was positive and significant, which they based on the numbers of students of color who entered their schools.
- Respondents noted the following as requiring improvement: the matching requirement; the fact that the financial package was not need-based; the perception that PPIA took only the strongest students, who may not have needed the academic assistance; the existence of only four Junior Institutes; the possibility that the Junior Institutes did not more accurately reflect graduate school experience; and the fact that PPIA could have gone further to address the complexities surrounding race and underrepresentation, and how they were defined.

"Many felt that PPIA **LEFT ITS MARK** on the culture of the school, mainly through the PPIA students themselves...."

I.

THE IMPACT OF PPIA
ON THE RECRUITMENT AND ENROLLMENT OF STUDENTS OF COLOR

If the ends of PPIA were to increase the minority presence in the fields of public policy and international affairs, then the minority presence in the graduate schools of public policy and international affairs needed to increase. Accordingly, PPIA's strategy consisted of several elements: the Junior Institute (also known as the Summer Institute) trained the students for the rigor of quantitative study in public affairs; Senior Options and deferral gave students additional skills, as well as the opportunity to gain work experience; and the PPIA Fellowship relieved most, if not all, of the

financial burden of graduate study. The underlying rationale was that nothing short of this strategy would get students of color to the door, and that this kind of concerted effort would in turn generate a "critical mass"—a term used by several survey respondents—that would affect public policy.

"...Schools relied upon the **"WORD OF MOUTH"** of past PPIA Fellows who had attended the school, as they talked with their undergraduate friends who were considering graduate school."

The primary question is, then, was PPIA instrumental in increasing minority enrollment in graduate school? The answer is yes, and no. Yes, because several survey respondents noted that there were some students who may have never considered graduate school if not for the academic and financial assistance provided by PPIA. No, because the absolute numbers of PPIA students who had been admitted throughout the years were not enough to increase the overall percentages of minority students—i.e., to "move the needle" –in many schools.

Although PPIA did not substantially increase those percentages, it did serve a critically important function for schools interested in diversifying their student body, by effectively reducing the labor intensity of identifying and targeting qualified and motivated students of color. This does not mean that all other efforts to recruit students of color were abandoned, only that they were supplemented and in many ways enhanced by PPIA. There were still significant challenges in bringing students of color to the schools – for example, the various initiatives and lawsuits to end affirmative action, which for schools in the affected states (California, Washington, Texas, Maryland, and Michigan) meant that race-based targeting could no longer be implemented. Overall, PPIA helped schools to get students of color to the door, and in many cases gave schools the operational capacity to craft creative strategies on their own to attract students of color while still remaining within the law.

What strategies have been used to recruit and enroll students of color? How has the PPIA Program affected your school's strategies to recruit and enroll students of color?

The primary challenge for schools was to generate students' interest in public policy and international affairs, and, once that goal was achieved, to then get them interested in their particular schools. There were several basic strategies that almost all of the sample institutions employed in one form or another: targeted mailings; campus visits; outreach to Historically Black Colleges and Universities (HCBUs), as well as to colleges and universities with sizeable Hispanic student populations; GRE search lists; partnerships with alumni-of-color groups; graduate fairs; and advertisements in policy magazines and journals. Other strategies mentioned by some were visits to colleges in major cities with sizeable minority populations (Atlanta was mentioned frequently); attending professional conferences, such as the National Association of Black Administrators; Peterson's listings; responding to inquiries from students of color; Title 9 scholarships; the National Name Exchange Program (which automatically includes students of color with GPAs of 3.5 or above); outreach to AHANA (African-American, Hispanic, Asian, and Native American) groups at various colleges and universities; and partnering with groups such as the Congressional Black Caucus. Some schools also worked with and/or sent mailings through other programs designed to attract students of color into policy-related fields, such as the Institute for International Public Policy (IIPP, which was similar in mission and operation to PPIA); the Foreign Affairs Fellowship (FAF) and Graduate Foreign Affairs Fellowship (GFAF) programs; the American Political Science Association's Ralph Bunche Institute; and the McNair Scholars Program. [5] For all of the sample schools, PPIA was integral to their recruiting efforts, usually functioning alongside pre- or co-existing strategies.

PPIA affected recruitment in two ways. Indirectly, schools relied upon the "word of mouth" of past PPIA Fellows who had attended the school, as they talked with their undergraduate friends who were considering graduate school. Directly, some schools sent targeted mailings to both successful and unsuccessful applicants to PPIA. More importantly, though, there were the Junior Institutes, which provided the schools a ready-made, self-selected body of students. This was true for all schools, whether they hosted a Junior Institute or not. Schools that did not

host Junior Institutes would send mailings to the participants and visit the Institutes; one school sent guest lecturers to the Junior Institutes who got to know the students, in an effort to get potential students interested in that particular school.

Although schools that hosted Junior Institutes already had the PPIA students on their campus, this did not necessarily afford these schools an advantage.[4] For some of the Junior Institute schools, the problem was not so much getting students interested in public service but interested in their school. Sometimes it worked: One respondent explained, "[PPIA] gave us heightened visibility, because even if students did not come to our Junior Institute, they may have found out that [the institution] has a public policy school because we were a host site for the Junior Institute." Sometimes it did not work: particularly for those schools that were not among the Ivy League or the Top Ten, hosting a Junior Institute was not cost-effective as a recruitment tool. This did not mean that they saw no value in the Junior Institutes as training grounds for talented public policy students of color, only that any expectations of their Junior Institute students later enrolling as graduate students at their schools were rarely realized. However, there were no such expectations for those schools that were small and highly selective, and/or those schools that strongly encouraged work experience (particularly, more work experience than could be obtained through the PPIA deferral policies). For them, the fact that the Junior Institute Fellows would go to other schools was not a concern.

In any event, having students participate in the Junior Institute made the effort involved in identifying students of color and selling them on public service far more manageable; one respondent called the Junior Institute students a "captive audience." In addition, the fact that these students had gone through the rigors of the program made them all the more attractive to schools. As one respondent put it:

> *We didn't have to think of ten other ways to find minority students, because PPIA provided a great group of students.... They self-selected themselves, so we knew that they were interested in this field. We knew they were devoted because they were going to the Junior Institute; because they were at the Junior Institute, their quantitative skills were beefed up enough so they were successful in the program. So it really was a wonderful pool.*

Apart from the ways in which PPIA helped schools expand the pool of students of color to target, there were other, more subtle impacts for schools. One respondent, from a school that, prior to PPIA, had focused its recruitment efforts on linkages to HBCUs, explained how PPIA helped that school take those linkages a few steps further:

> *The PPIA Program broadened the ethnic makeup of minority students who were being addressed through various recruiting strategies. What I can tell from looking at documents from the seventies and eighties is that the focus was mainly on links with Howard and Morehouse, whereas PPIA is much broader. Adding in PPIA [recruitment] events helped diversify the minority population of the school.*

Schools had to deal with several challenges in their efforts to recruit students of color. For example, there was the competition among schools to get the best students. The non-elite schools knew that they needed to do more in order to attract students away from the more competitive schools. Accordingly, and where feasible, they implemented additional strategies: for example, two of the sample schools increased the fellowship monies available to all minority students. Elite schools had issues of their own: a respondent from one of the more competitive schools spoke of the fine line between selling the school to students of color and offering realistic expectations of admittance:

> *We try and encourage applications of color in a realistic way, and to be a good mentor and counsel to make sure they apply to a broad enough group of schools. We have a fair amount of experience doing that because we've run the Junior Institute program here for 15 years. So, one of the things we do in relation to that program is we talk to each student about courses and graduate schools that might be a good fit for them. By and large through that process, we are able to be candid with people and I think they appreciate it. They feel not as if we are saying you can't do the work here, but that we are trying to help them understand where the best fit might be.*

Another respondent, from another competitive school, offered a different perspective, which was based on his school's philosophy and policy about the kinds of students it will accept:

> *We have some difficulties because a lot of the students want to apply immediately after undergrad, but their chances of admission are not as good here as perhaps other places, without more experience. We want them to be the most analytically*

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capable but also to have work experience so they have a much better context. We will sometimes give them a deny letter asking them to gain more experience and apply again, but often they accept offers from other schools. But the program is a big edge in the admissions process.

There were other considerations for schools. One concerned the cultural climate of a given school, and each school's need to market itself with the goal of making it as welcoming as possible to students of color. A respondent from a school in a predominantly white urban area said, "A lot of [students] wonder if this is the best place: is it diverse enough? That is a big challenge, because the population [in this city] is not as diverse as Chicago or New York." Finally, there were the various challenges to affirmative action, which fundamentally constrained schools in their efforts to target students based on race, an issue which merits a separate discussion.

To what extent have challenges to affirmative action affected the school's ability to enroll students of color? What was the impact of PPIA on the school's ability to enroll students of color in light of any challenges to affirmative action?

Ten of the 40 PPIA participating schools, and four of the 19 schools in the interview sample, were directly affected by challenges to affirmative action. Specifically, two propositions and three lawsuits affected the PPIA schools' ability to recruit students of color: Proposition 209 in California, Initiative 200 in Washington, *Hopwood v. University of Texas School of Law, Podberesky v. Kirwan* (Maryland), and *Gratz and Hamacher / Grutter v. The Regents of the University of Michigan* (Gratz and Hamacher's suit was against undergraduate admissions policies; Grutter's was against the law school's). The California Proposition 209 and Washington Initiative 200, as well as the *Hopwood* decision (which affected not only Texas but other states in the Fifth Circuit Court of Appeals that decided the case, namely Louisiana and Mississippi) prevented, among other things, schools that accepted public funds from using race as a criterion for admission. *Podberesky v. Kirwan*, which was brought against the University of Maryland at College Park, precluded the use of race in decisions regarding financial aid awards, even if the practice was to remedy past discrimination (unless there was an explicit connection between the past discrimination and the remedy). At the time of the interviews the Michigan cases were split: while the undergraduate affirmative action policies were deemed constitutional, those of the law school were not. [5]

Respondents from the affected schools were candid about the effects that the challenges had had on their schools. They described the "chilling effect" that ensued, defined as a political and social climate that made minorities—both undergraduate and graduate—feel unwelcome on university campuses, which in turn accounted for a decline in both applications and enrollments. The respondents' observations had ample statistical support. For example, the Association of American Medical Colleges reported that Proposition 209 and the *Hopwood* decision had the same chilling effect on minority applications and enrollments in medical schools. [6] A 1999 study of graduate school admissions at UCLA revealed a 10.3% decline in applications and a 16.3% decline in admissions in the two years since the passage of Proposition 209 in 1996. [7]

It was obvious that the affected schools could no longer use PPIA as a strategy for targeting students of color. Nonetheless, due to these schools' commitment to diversity, alternative strategies were employed, including both expanding targeting efforts to all groups, in the hope that, by sheer numbers, more minorities would be attracted; and considering economic disadvantage rather than race among the targeting criteria. A respondent from one of the affected schools offered the following perspective about how the erosion of affirmative action forced schools to reassess their approach to diversity —particularly with respect to class as well as race:

I think we are doing things we should have been doing a long time ago in terms of outreach, just for the students in general....I looked at some statistics from two years ago and saw that a quarter of the students had a six-figure family income, and it was a race-based program [at that time]. The criteria we have now under the new program, I think, are significantly better than the ones we had under the old one.

Individual schools crafted several innovative strategies to counter the effects of the elimination of affirmative action. For example, after the *Hopwood* decision, the students of the University of Texas sponsored an annual Barbara Jordan Memorial Forum on Diversity in Public Policy (co-founded by a PPIA Fellow), in which prospective students from the immediate Austin area and four surrounding states, regardless of color, were invited to learn about opportunities in public policy. [8] Because the Forum was not targeted toward students of any particular race, and was funded by the students themselves, *Hopwood* was not violated. The University also started a "summer camp," which was based on the Junior Institute model (in that it offered courses to strengthen students' quantitative and analytical skills) that was offered

"Individual schools crafted several **INNOVATIVE STRATEGIES** to counter the effects of the elimination of affirmative action."

to all students. In another example, the University of California at Berkeley—which operates a program called UCPPIA—conducts a diversity recruitment day, where they ask alumni and friends of the school to refer potential students, while making it very clear that the event is open to all students. In addition, Berkeley opened its Institute to all undergraduates regardless of race, but with a demonstrated interest in serving historically underserved communities.[9] Students who attend the Berkeley Institute can take advantage of a 40-hour GRE preparation course – a practice which, while not in itself race based (especially since the course is offered to all students), may address the perceived racial biases of standardized tests.

Schools that were not directly impacted by the challenges to affirmative action were keenly aware of the problems that the affected schools were having, and did a fair amount of reassessment of their own admissions policies. One respondent summed it up simply: "It makes us cautious. We want to enroll the best students, but we don't want to be accused of admitting someone based on their race." Another pointed out that while the graduate school might not be impacted now by the chilling effect, it would be in years to come, because a sizeable percentage of the school's enrollments tended to come from undergraduates from states where affirmative action was repealed, notably California. Others kept an eye out for potential trouble: one respondent noted that most lawsuits are brought forth by whites who had been denied admission into the most competitive schools, and while this was not a problem for his particular school, the university leadership were still mindful of the potential. Another reported that her school paid special attention to how admissions criteria were applied: mainly, to ensure that strategies that might be perceived as benefiting minorities—particularly those that place less emphasis on standardized tests and more emphasis on work and life experiences—were applied across the board to all students.

How have the school's strategies for recruiting students of color changed over time?

For schools that were not affected by the challenges to affirmative action, there were few changes apart from using PPIA as a strategy to attract students. If there were changes, they were mostly in the form of subtle improvements in outreach efforts: using more sophisticated technologies (e.g., the Internet), or switching the recruitment period for better output (e.g., more concerted recruitment efforts from Spring to Fall semesters, in order to capture the students closer to the moment when they are making decisions about graduate school). However, these strategies were generally not confined to students of color. Sometimes, changes in strategy were tied to changes in the university's capacity to fund enrollment efforts – both in the form of offering more money to minority students and in funding the staff required to conduct enrollment efforts geared toward minorities.

In general, as the number of public policy programs grew, and as the programs themselves expanded, the competition for good students also increased. Schools had to be more proactive, and the newer and/or lesser-known schools had to contend with what one respondent called a lack of "brand name recognition." Market-based approaches flourished, and personal approaches sometimes gave way to the impersonal, mass approach. However, for one school, PPIA—particularly, the Junior Institute—mitigated the effects of this trend:

I think PPIA helped us to be more personal in our approach. For example, if the students in the summer program had great experiences, they would go to their home institutions, be a point of contact at their institutions, and talk about the [school's] program there. We have had referrals who were led to us from someone who came to the Junior Institute. The Junior Institute has allowed us to have a personal strategy with the mass market strategy.

How has the school's record of enrollment of students of color changed over time? How has PPIA impacted on any changes in recruiting strategies or enrollment?

None of the respondents noted any remarkable changes with respect to the enrollment of students of color over time. It should be noted that few respondents had any enrollment data before them, and no respondent was expected to gather data prior to the interview. Respondents were inclined to report the minority enrollment number as a range, estimating that enrollments were anywhere between 10% and 30% of the entire student body, depending on the time period they referenced (typically, within their tenure); the rough average was 15%. If there were changes, they were attributed to an isolated event: in one case, efforts to increase scholarship dollars to minority students panned out; in another, affirmative action challenges accounted for declines; in a few cases—particularly if the number changed drastically in one year but went back to the trend in the next—it was attributed solely to an anomaly and nothing else.

The respondents' assessments are by and large supported by the quantitative data on enrollments. There are four ways to examine PPIA's effects on minority enrollments: current trends in the survey sample schools; comparisons of trends in the percentage of minorities between the PPIA schools and non-PPIA public policy schools; the trends in minority breakdown within both the PPIA and non-PPIA public policy schools; and comparisons of the trends in the percentage of minorities in the PPIA schools and of all graduate students in the host institutions.

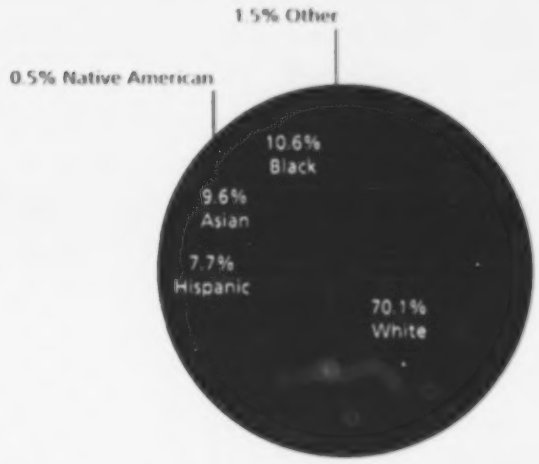
Two caveats: in the discussion and in the figures, only U.S. citizens are counted (which is consistent with reporting practices of the schools), and all percentages reflect only cases for which the race is known.

The breakdown of the 16 PPIA schools for which 2000-2001 data were available was approximately 30% minority, 70% white (Figure 1). The minority breakdown was 10.6% Black, 9.6% Asian, 7.7% Hispanic, 0.5% Native American, and 1.5% "other" (numbers do not add up to 30% due to rounding).

This breakdown is in line with the historical trends in minority enrollment, which between 1980 and 1999 averaged approximately 22% for the PPIA schools. Figure 2A illustrates the 20-year trends for both the 26 PPIA and 22 non-PPIA public policy schools that were represented on the NSF files; to parallel the Fellows report, the data are

Fig. 1

2001-2002 Racial Breakdown of the PPIA Survey Sample Schools (U.S. Citizens Only)



Note: Numbers may not add up to 100% due to rounding

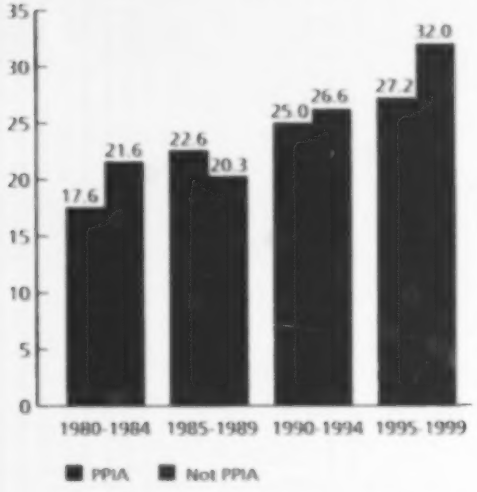
Source: See page 111 of the Appendix for the schools represented in the figure, as well as the data sources for each school.

presented as five-year averages. The data show that there were steady increases in the percentage of minority enrollments in the PPIA schools from the onset of the program, rising from 18% in 1980-1984, making a sizeable leap to 23% in 1985-1989, increasing again to 25% in 1990-1994, and again to 27% in 1995-1999. This makes the 30% minority figure for 2000, above, consistent with an upward trend, even though not all of the same schools are represented on both the institutional and NSF data. At the same time, however, the percentage of minorities in the non-PPIA schools was higher than those in the PPIA schools for all time periods save for 1985-1989.

A closer look at these figures presents another side to the story. Figure 2B displays the same data as the previous figure, but broken down by schools with 15% or more and less than 15% minority enrollments. (The 15% cut-off was selected because this was the rough average generated from the responses.) The data show that the schools with 15% or greater minority enrollment had the larger increases; this applied both to PPIA and non-PPIA schools, with

Fig. 2a

PPIA and Non-PPIA Public Policy School Comparisons of Trends in the Percentage of Minority Enrollments: 1980-99 (Five-Year Averages)



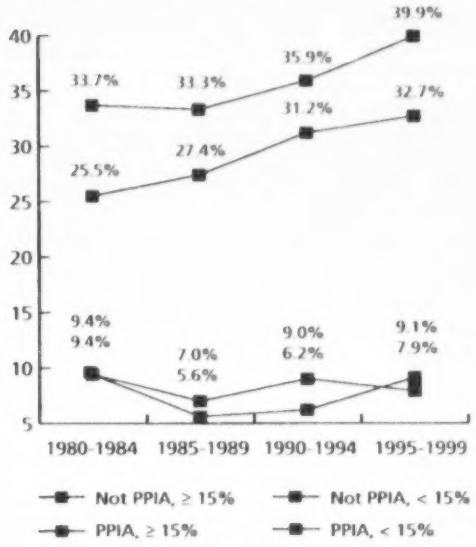
Note: See page 113 of the Appendix for the PPIA and non-PPIA schools represented in the figure.

Source: 1990-1999 National Science Foundation, *Survey of Graduate Students in Science and Engineering Public Use Files.*

Fig. 2b

PPIA and Non-PPIA Public Policy School Comparisons of Trends in the Percentage of Minority Enrollments: 1980-99 (Five-Year Averages)

High (> 15% Minority) Low (< 15% Minority) Breakdowns



Note: See page 113 of the Appendix for the PPIA and non-PPIA schools represented in the figure.

Source: 1990-1999 National Science Foundation, *Survey of Graduate Students in Science and Engineering Public Use Files.*

increases of six and seven percentage points, respectively, between 1980 and 1999. On the other hand, schools with fewer than 15% minority enrollments suffered slight decreases in the percentage of minorities, with the percentage for PPIA schools falling by almost two percentage points and non-PPIA falling by less than a percentage point. Thus, those PPIA schools where 15% or more of the student body was comprised of students of color drove any overall increases in minority enrollment. (The same may be said for the non-PPIA schools.)

One other way to assess minority enrollment is to look at breakdowns by race over time, comparing PPIA to non-PPIA schools (Figure 3). A number of respondents commented that "students of color" was not necessarily synonymous with "underrepresented groups" (and vice versa), and that there were real differences among disparate minority groups with respect to enrollment. In the 20-year period on average, there were more Asians and fewer African Americans in the PPIA schools than in the non-PPIA schools. From the 1980-1984 period to the 1995-1999 period, there were several shifts in the percentages of African Americans, Asians, and Hispanics, and differences in those shifts between the PPIA and non-PPIA schools. The data show that the percentage of African Americans decreased slightly in the PPIA schools—from 11% to 10%—but increased in the non-PPIA schools, from 10% to 16%. The opposite was true for Asians, where their numbers grew from 3% to 9% in the PPIA schools, but decreased in the non-PPIA schools from 10% to 4%. The percentage of Hispanics rose in both the PPIA and non-PPIA schools, from 3% to 6% and from 6% to 8%, respectively. Overall, these findings confirm what some respondents reported as the racial breakdown of their particular schools.

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Fig. 3

PPIA and Non-PPIA Public Policy Schools Minority Breakdown Comparisons: 1980-99 (Five-Year Averages)

	White	Black	Asian	Hispanic	Native American
1980-1984					
PPIA	83.1%	10.7%	2.6%	2.9%	0.7%
Non-PPIA	72.8%	9.9%	9.7%	6.2%	0.6%
PPIA to Non-PPIA Difference	*10.3%*	*0.8%*	*-7.1%*	*-3.3%*	*0.1%*
1985-1989					
PPIA	79.8%	10.4%	4.7%	4.8%	0.4%
Non-PPIA	84.2%	10.4%	1.9%	3.0%	0.5%
PPIA to Non-PPIA Difference	*-4.4%*	*0.0%*	*2.8%*	*1.8%*	*-0.1%*
1990-1994					
PPIA	77.8%	8.8%	6.8%	5.9%	0.4%
Non-PPIA	78.5%	12.6%	2.6%	5.9%	0.4%
PPIA to Non-PPIA Difference	*-.07%*	*-3.8%*	*4.2%*	*0.0%*	*0.0%*
1995-1999					
PPIA	73.8%	10.4%	8.8%	6.1%	0.6%
Non-PPIA	71.1%	15.8%	4.1%	8.3%	0.6%
PPIA to Non-PPIA Difference	*2.7%*	*-5.4%*	*4.7%*	*-2.2%*	*0.0%*
Entire 20-Yr Time Period (1980-1999)					
PPIA	78.3%	9.7%	6.2%	5.2%	0.3%
Non-PPIA	77.5%	13.2%	2.9%	5.8%	0.7%
PPIA to Non-PPIA Difference	*0.8%*	*-3.5%*	*3.3%*	*-0.6%*	*-0.4%*

Note: Totals by category and year may not add up to 100% due to rounding.
See page 113 of the Appendix for the PPIA and non-PPIA schools represented in the figure.

Source: 1980-1999 National Science Foundation, *Survey of Graduate Students in Science and Engineering Public Use Files*.

Finally, what was the racial breakdown of the graduate students at the university level itself? One respondent commented that the pattern of diversity was good at the public policy school, but not as good at the university level. Figure 4 compares the percentage of minorities at the PPIA policy schools to that of the universities that house those schools, over the eight-year period for which overall university figures were available (1990-1997). While the percentages for the PPIA schools and universities were extremely close between 1992 and 1996, universities as a whole started to become more diverse than the PPIA schools in 1997. Whether this is part of a definite trend requires more years' worth of data to determine, but it is clear that, for the most part, diversity in the PPIA schools more or less mirrored that on the university campuses—at least in the 1990s.

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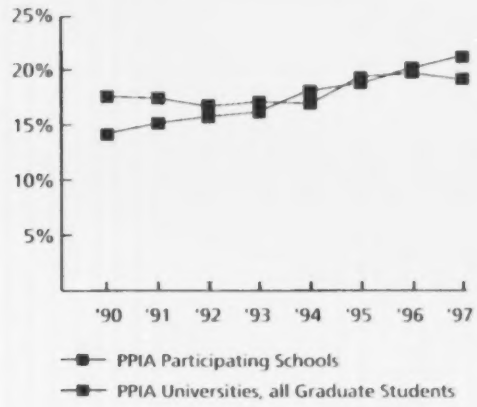
Fig. 4

PPIA Public Policy School and Overall Graduate Students—Comparisons of Eight-Year Trends in the Percentage of Minority Enrollments



Note: See page 113 of the Appendix for the PPIA schools represented in the figure.

Source: 1980-1999 National Science Foundation, *Survey of Graduate Students in Science and Engineering Public Use Files*; 1989/1990-1996/1997 National Center for Educational Statistics, Integrated Postsecondary Education Data System.

Accordingly, opinions were mixed as to the effect of PPIA on minority enrollment. Some respondents thought that PPIA mattered; for example, one noted: "The [school] has been committed to diversity, but has done a better job over the last few years because of PPIA." This was particularly true for those schools wherein, in certain years, PPIA students comprised a sizeable percentage of the minority student population (usually—although not always—in the smaller schools, where two to four PPIA students make a difference). Several respondents agreed that PPIA mattered, but in a negative way: because of the matching requirement, many schools had to actually limit the number of PPIA minorities they could enroll. (This will be discussed in greater detail in the section on PPIA and funding.) Still others thought that PPIA did not matter at all, but that the combination of demographic changes in the United States and any given school's recruitment efforts better accounted for changes in minority enrollment. One respondent observed that although PPIA had no effect on the numbers, it did change the quality of the student body:

> *The interesting thing is that [the percentage of students of color] hasn't changed all that much if all you are looking at are the raw numbers, which have always hovered at 20% of the student body from the late seventies to the present. According to some of the administrators who've had the longest period of time here, their impression of PPIA is that it brought in minority students that were much better prepared academically for graduate programs. So, even though the percentage of enrollments hasn't changed, the subjective impression of those here is that there has been a qualitative change.*

Are there now, or have there ever been, any other programs at your school that are similar to PPIA—that is, that focus on recruiting students of color in public policy and international affairs?

For most (or all, before the affirmative action challenges), PPIA was *the* program for these schools, operating alongside most of the others that were listed in the discussion on recruitment. However, there were other programs that targeted minority students in which schools participated. For example, two of the sample schools participate in the U.S. Housing and Urban Development (HUD) Community Development Work/Study Program, which offers full tuition and stipends to students of color who are interested in community development or a closely related field, such as public administration, urban planning, or public policy; HUD pays up to $15,000 per student per year in work stipends. At least 10 of the 40 PPIA schools have been among the 70 institutions that participate in Project 1000, a national program designed to help underrepresented students of color apply to graduate schools (by way of GRE workshops, financial aid advisement, and assistance with the various fees involved in applying to graduate school).[10] Some individual schools are working with existing internal organizations that serve students of color: for example, one school works with their Minority Undergraduate Research Program, as well as with minority economics students through the American Economic Association.

What is your school doing in response to the program's being discontinued?

All of the sample schools are part of the "new" PPIA Program, which was incorporated as a nonprofit organization by the Association for Public Policy Analysis and Management (APPAM), Association of Professional Schools of International Affairs (APSIA), and the National Association of Schools of Public Affairs and Administration (NASPAA) in 1999, when the Ford Foundation decided to terminate its funding. The new program recruits students earlier, in the sophomore year. Participating schools offer a minimum of $5,000 per student (save for those constrained by law against any race-based targeting). In addition, fellowship monies were offered by APPAM/APSIA/NASPAA to students participating in the Summer (formerly Junior) Institutes in 2000. At the time of the interviews, four schools – the Woodrow Wilson School of Public Affairs (Princeton); the Goldman School of Public Policy (University of California at Berkeley); School of Public Affairs (University of Maryland), and the Ford School of Public Policy (University of Michigan)—were continuing with Summer Institutes. APPAM and APSIA, along with NASPAA, continue to sponsor the new program.

All schools continue with efforts on their own to recruit students of color (within the extent of the law), which were covered in the discussion on recruitment. Schools that implemented alternative strategies in the wake of the onslaughts on affirmative action continue with those initiatives. In addition, respondents from those schools that focus on international affairs specifically mentioned HPP, which, as noted earlier, is similar to PPIA. Apart from participation in the PPIA national and regional conferences (which are geared toward Fellows and PPIA alumni) and the formal APPAM/APSIA/NASPAA activities, many administrators from schools that are and are not part of the new program meet informally to talk about strategies to maintain the momentum created by PPIA. Overall, there is a commitment to the mission of PPIA, and schools are doing what they can – legally as well as logistically – to maintain what the Sloan Foundation started in 1980:

> *My greatest concern is that I think it would be hard…not to come to the conclusion that this kind of program is of critical importance in really ensuring that students of color will continue to pursue careers in public policy and international affairs. I don't think it will happen if these programs go away. My feeling also is that these programs could double in number, and I think some of the other institutions should step up and make the commitment with or without a major funder. I think it's that important to do it, and I think that some places that are thinking about it may well do it.*

II.

PPIA AND FUNDING STRATEGIES

In order to prevent the kind of debt that graduate students typically accrue, which in turn leads them away from public service and toward more lucrative careers (e.g., business, law, medicine), PPIA offered a generous financial package to students: up to $15,000 for each Fellow, to be matched by the school in grants, tuition waivers, and/or assistantships. While this did not eliminate all debt—some schools charged more than the combined $30,000 a year—it went quite far in alleviating the burden of a massive student loan obligation upon graduation.

However, for the schools involved, it was a mixed story: for the wealthier schools, it made no difference; but for schools that were struggling, or had less generous endowments, it meant that very difficult choices had to be made – not only between which PPIA Fellow to admit, but whether to admit a PPIA Fellow or another, equally qualified non-PPIA minority student. More of the schools fell into the latter category than the former. Of all of the PPIA components, the matching requirement generated the most criticism from the survey respondents.

How does the funding for PPIA students compare with that for non-PPIA students (both in general and for non-PPIA minorities)? How has funding for PPIA students affected funding available for non-PPIA students (both in general and for non-PPIA minorities)?

In all but two of the sample schools, there were notable differences in funding between PPIA and non-PPIA students: not only did the PPIA students come to school with the $15,000 fellowship, but the required $15,000 in matching assistance *in and of itself* was far more generous than the fellowships offered to non-PPIA students. What resulted were two distinct and unequal funding streams: the $15,000 matching grant for PPIA students, and lesser amounts for all others. This was especially true for two of the sample schools where the PPIA Fellowship alone was greater than tuition and other expenses, and other fellowship monies were typically consistent with the low tuition; for these schools, the rationale for the matching requirement was particularly untenable (regardless of whether they were financially capable of funding both the PPIA match and full tuition assistance for all of the other students). Only the wealthiest schools could offer all students—PPIA or not—full financial aid. For these schools, the only difference between PPIA and non-PPIA students was that the former were subsidized at $15,000 each and the latter were not.

For those schools with different and unequal funding schemes for PPIA and non-PPIA students, the matching requirement was more than a resource allocation issue. One respondent referred to the required institutional commitment as causing a kind of "horizontal inequity" that divided the PPIA students from the other students, noting that the PPIA students, while qualified and motivated, were not necessarily better than the non-PPIA students on the merits. A number of other respondents shared this basic sentiment, and commented on the inherent unfairness of a system that in effect forced schools to give more money to PPIA students than to equally qualified non-PPIA students, especially non-PPIA minorities.

There were no differences in funding schemes between minority and non-minority students who were not in the PPIA Program, except for those schools that maintained a separate pool of funds earmarked for fellowships for minority students alone. However, again, only in the schools with the most money was the fellowship offered to minorities as great as the $15,000 matching funds given to PPIA students.

Has the PPIA graduate fellowship helped to increase minority enrollment at your school?

The story was mixed. Slightly over one-quarter of the respondents stated that the PPIA Fellowship made it possible to accept one or two students who ordinarily would not have been able to afford to attend a school of public policy and/or international affairs. On the other hand, as discussed earlier, the additional numbers were so few that they did not fundamentally change the make-up of the student body for any given school. In other words, the PPIA Fellowship in and of itself did not increase minority enrollment at most schools.

"...The PPIA Fellowship made it **POSSIBLE** to accept one or two students who ordinarily would not have been able to afford to attend a school of public policy and/or international affairs."

This is not to say that the PPIA financial package had no value. At the very least, one respondent pointed out that the fellowship helped schools in one simple but fundamental way, in that it was money that the school did not have to raise. A number of respondents did say that the combination of the PPIA Fellowship and the matching grant—and, most importantly, the fact that the student would not be in debt after graduation—were effective enticements; one respondent acknowledged that the fellowship plus the matching grant gave the school the necessary leverage to lure students away from the more expensive schools, particularly those that charged more than $30,000 per year.

What role did the matching requirement play in affecting the number of PPIA students that your school could accept? Since you first accepted PPIA Fellows, have there been any factors that impacted on your ability to match the PPIA Fellowship? If so, what were they?

Overall, the matching requirement created serious constraints on the number of PPIA students that could be accepted. Exceptions were found for the most competitive and financially strongest schools (including those with low tuition), and those schools that deliberately accepted more PPIA students than they knew would actually enroll. However, about three-quarters of the sample accepted two to four PPIA students a year, and this is usually all that they could afford. Moreover, the matching requirement not only reduced the financial aid packages to non-PPIA students, but more importantly, limited the number of non-PPIA students that could be accepted. Some respondents noted that qualified students—both PPIA and non-PPIA—were rejected because of the $15,000 requirement, reporting further that their schools could have accepted two to three more non-PPIA students if not for the matching rule (or at least expanded the number to whom financial aid could be offered, even if it wasn't full tuition).[11]

For the majority of the sample schools, nothing impacted on their ability to match the PPIA Fellowship. For these schools, there were no difficulties allocating the monies according to the PPIA formula—even if the pool of available funds for that purpose was limited. A couple of schools did have administrative and/or financial issues involved in the initial start-up, but these were resolved once the program was well under way. If anything had an impact, however, it had to do with affirmative action. For all of the schools that were directly affected, it meant that while the PPIA Fellowship remained intact, schools could no longer offer the $15,000 matching grant. In addition, the elimination of affirmative action for these schools impacted on other funding strategies designed to help students of color:

> *The challenges changed how we do business. We can no longer depend on getting a pool of money for a student who went to Morehouse with a 3.5, because he is not competitive against someone who went to Dartmouth or Harvard with a 4.0. The institutions that the students are coming from put them at a disadvantage, and as a result we cannot nominate those students because they will not get the money....It's harder to get funds to minority students.*

GRADUATION

"One of the major benefits of the program is that it has caused all of the institutions to think more cooperatively about ways to increase the overall size of the minority applicant pool to international affairs programs. There are more unified efforts across the board. I have not talked to other admissions directors, but I'm sure PPIA not only increases the quality of the students at their schools, but it also increases recruiting synergies across the schools."

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III.

PPIA:
STUDENT RETENTION, AND PROGRAM COMPLETION (GRADUATION)

It was not enough to bring students of color to the school, and then to get them to register for the first semester. Students had to stay in school and complete the program so that they could be well equipped to take on public service careers. While the crafters of PPIA did not explicitly outline any strategies for completion (save for the fellowship), they expected the program to have some indirect effect, and that PPIA students would edge out their non-PPIA peers with respect to retention. The underlying assumption was that graduate school retention rates were lower for minorities than for non-minority students. However, according to the survey respondents, this was not the case at all: minority students were no more likely to drop out than other students.

What strategies has your school used to retain students of color? How has the PPIA program affected your school's ability to retain students of color?

No school had any formal retention strategies aimed toward students of color *per se*, and all of the respondents emphasized that the strategies that were in place were for the benefit of all students. Respondents talked about faculty advisors, academic support groups (including peer tutoring), teaching assistantships, internships, and efforts to identify students with problems early in their academic careers.

However, while schools had no official retention mechanisms in place for students of color, over half did note that the existence of organizations serving students of color (supported by the school), mentoring by faculty of color, and alumni of color groups were effective, and often functioned in concert with the formal retention strategies. In fact, as schools thought about retention overall, they more often than not considered how diversity and retention were inextricably linked. One respondent described his creation of a Diversity Council at his school—which included students, faculty, alumni, and staff—and its role in shaping retention strategies:

> *[The Diversity Council] thought about what we could do for retention, and a lot of it was academic support—making sure students know they have the support. Now, the school has always had individual tutors available, [but] the school would not pay for a tutor unless you had evidence that it was needed. What would happen is after midterms came out, if the grades were low a tutor would be paid for. But the students thought, wow, midterms is kind of late. So I wrote a grant for enough money so we could proactively pay for a tutor for any student who thought they needed it, so they would have support all year round. No waiting. The beneficiaries of that have been all students, not just students of color....So, retention is community building, [with] the Diversity Council linking together students, alumni, faculty, and the academic support via tutoring, and workshops open for all students.*

Respondents noted that this kind of "community building" (even at the informal level), designed to make students of color feel welcome at schools, and want to remain, was very important. Concerning the greater challenges faced by graduate students of color, one respondent remarked:

> *Even if they have the quantitative skills, it's all of the other unsaid things that go on in the classroom that make students question their ability and lead to [issues with] self-esteem. Some minority students go into the classroom and really do feel inferior. Not because they are, but it's the perception: "Everyone else here knows so much more than me. Even if I was a big shot at my school, I went to a small school in Mississippi and now it's all white."*

In terms of the impact of PPIA, a few did note that the financial package eliminated the monetary incentive to drop out of graduate school, and even more noted that the Junior Institute prepared the students so well that dropping out for academic reasons was not an issue. Beyond PPIA, though, almost all respondents noted that retention was not a compelling concern, and that rates were in the mid- to high-90 percentile range for both PPIA and non-PPIA students. Any who did drop out did so for non-academic reasons: health, family, work, etc. (In fact, dropouts were so few and far between that some respondents were able to talk about each case that they knew of, off the top of their heads, and in considerable detail.) Respondents attributed the high retention rates to the stringent criteria imposed at the admissions stage, which were designed to eliminate anyone who was not prepared for graduate study.

How do the program completion rates for PPIA Fellows compare with those for non-PPIA students?

All respondents save for three said that the rates were the same, that PPIA students did no better or worse than other students. One thought that it was lower, but that given the small absolute number of PPIA students at the school the respondent believed that any comparisons were unrealistic; one who said it was higher gave the same response. Another who stated that it was higher offered two reasons: the PPIA Fellowship, which made it possible to stay in school and complete the program, and the fact that the PPIA students tended to be younger (i.e., in their early twenties, as opposed to late twenties for non-PPIA students),[12] with fewer family and work responsibilities. In explaining the similar completion rates, the majority of respondents harkened back to the retention strategies (which were available to all students regardless of race), and the up-front screening that was part of the admissions process.

IV.

PPIA AND CAREERS
AFTER GRADUATION

By making it possible for students of color to get into graduate school and to succeed once they got there, and by generously financing the effort, the ultimate objective of PPIA was to get people of color into public service jobs. While the study on the Fellows more directly addresses the question of whether these ends were actually achieved, this inquiry will treat the issue in another way and ask, did schools *believe* that students went into public service? Knowing the schools' perceptions is important for one critical reason: mainly, that the level of

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institutional support for programs such as PPIA—that offer academic and monetary incentives to go into public service—rests upon the belief that these programs actually do what they are supposed to do and lead more students into the targeted fields. While hardly any respondents had enough information on PPIA students *per se* with respect to career trajectories, what they knew about the students in general offered valuable lessons about where schools thought the students were headed professionally.

In their career advisement strategies, some schools place an emphasis on public sector and nonprofit careers, others may also mention the private sector, while still others promote no specific career agenda. How would you characterize your school's career advisement strategies? Has PPIA played a role in shaping your school's career advisement strategies?

Slightly over two-thirds of the schools had no specific career focus. Those that did were very explicit: they were, first and foremost, schools of public policy, and tried at the admissions stage to weed out those who were not inclined toward public service. Even if the admissions process was not designed to isolate and eliminate such students at the onset, the institutional culture—combined with the fact that the students self-selected themselves for public service careers—supported the public service emphasis:

> *There is peer pressure that students put on each other. They say, hey, look, this school has supported us very well and helped us to not go into loan debt, and we have a commitment or obligation to fulfill the school's mission. The students who don't believe that and come here will find themselves marginalized.*

There were other strategies to promote public service careers, while not entirely ruling out the private sector. One school, mindful of the kinds of debt that can lead students to choose the private over the public sector, recently initiated public sector fellowships to help offset costs; at the point of the interview it was too soon to determine whether or not this had an effect. Other schools had similar rationales for implementing strategies designed to compensate for the cost of a graduate degree:

> *We launched an initiative a couple of years ago to try to raise some endowment funds for a loan forgiveness program for people who incur big debts while getting their master's degree, who really are committed to public service but can't afford to take the low salary jobs. We've been somewhat successful raising some money, but we haven't raised it all. We are actually thinking of launching a sort of modified version of it just to get it going, because there is such a need for our graduates. We do find that a lot of graduates do agonize over the big debt, the low salaries, their commitment to public service, and [whether] they can afford to do it.*

Practically none of the respondents thought that PPIA had any effect on their schools' career advisement strategies. The tiny fraction of exceptions talked more about PPIA vis-à-vis approach and operations or administration than about the effect on any sector-driven career focus. For example, one respondent noted that PPIA students, because of their relative youth, and the likelihood that they have less work experience than non-PPIA students, required more counseling and internship opportunities; another talked about PPIA as having funded, as part of the Junior Institute, a part-time career advisor job for that school which later grew to a full-time position. When respondents did talk about PPIA and career strategies, they were more inclined to talk about the career orientations of the Fellows themselves than about the program *per se*. "We steer all of them in the hope they will go into the public and not-for-profit sectors.... Those who are in PPIA are already intent on going into the public sector, which helps with their career development. It's their belief before they enter the program, and our emphasis."

How would you describe the early careers, or first jobs after graduation, of your students in terms of public or nonprofit versus private employment (or domestic versus international affairs)? Has this changed over time?

Although most of the respondents did not (nor were they asked to) have hard data in front of them at the time of the interview, their impressions provided important insights about the propensity of the schools' programs to lead students into public service careers. That said, the respondents on

"...The trends point toward more students entering the international careers field, particularly as the economy becomes more global and technologies—especially the Internet—make **GLOBAL COMMUNICATIONS** more feasible."

average gave rough breakdowns of 45%-55% public, 25%-35% private (although one went as high as 50%), and 15%-20% not-for-profit, with the rest either unknown or, more likely, pursuing additional study. (All but two made clear distinctions between the public and not-for-profit sectors.) This had indeed changed over time—especially from the 1980s to the 1990s, which were characterized by a marked shift away from the public and toward the private sector. The shift was attributed to three factors: the loss of federal jobs in the mid-1990s; aggressive recruiting from the private sector; and the students' perceptions of better opportunities for advancement than in the public sector. Whether the private sector jobs had a public service focus—for example, a government analyst for a private consulting firm—could not be ascertained. [13]

In terms of careers in the international field, most of the respondents from schools without a formal international component noted that very few went into the international arena; those that did were typically foreign students who returned to their countries of origin. [14] For schools that specialize in international affairs, the opposite was true: almost all went into international careers—either abroad or in an international relations capacity for an organization based in the United States. For schools that had specialties in both domestic and international affairs, the breakdown of the domestic and international career trajectories of the students mirrored the domestic-international breakdown of the school itself, with about the same small degree of crossover as in schools that specialize in either domestic or international affairs.

As in the case with career sectors, there were trends in domestic versus international career-seeking over time. One respondent from a school that offered degrees in both domestic and international policy observed that these career trends were reflected in the number of applications to the two degree programs:

> *In the late seventies there was a lot of interest in domestic [policy]. But then international affairs became sexy and there was a great deal of interest, and on the domestic side the applications plummeted. I think that we are at the place where the domestic side is getting ready to come up again. It depends on what is going on in the world and what is sexy at the moment.*

Some reported that the trends point toward more students entering the international careers field, particularly as the economy becomes more global and technologies—especially the Internet—make worldwide communications more feasible. Others spoke of the rising number of opportunities in international affairs:

> *More recently, we're seeing a number of students interested in international affairs, in positions that have a more international component to them, whether they are domestic positions working for organizations that deal with international subjects, or whether the positions are actually in other countries, perhaps in nonprofits that are doing development activities (most recently in Kosovo). There has been a growth; it's been a steady growth, and we estimate that it will continue.*

If your school tracks the careers of its graduates, have you observed any career switching trends with respect to moving from public or nonprofit to private (or from domestic to international), or vice versa? What factors do you think influence these trends?

Very few schools conducted any formal tracking. (One was in the process of conducting a survey of students, but the data were not available in time for this report.) Those that did not cited a lack of resources and the difficulties in tracking graduates over time once they have left.[15] Respondents from schools that did not formally track their students could provide only anecdotal evidence, as well as educated guesses based on years of experience and conversations with alumni. What was interesting was that whether or not students were tracked, almost all respondents observed the same thing: mainly, a definite trend toward moving from the public (or not-for-profit) to the private sector, especially in the 1990s (usually, for the same reasons given for trends in first jobs in the private sector, noted earlier). None observed (or knew enough to comment on) movement from the international to the domestic sector, or vice versa.

There were, however, some differences of opinion. One respondent from a school that did track its students observed that once the student loans were paid and careers were established, there were moves from the private to the public and nonprofit sectors. Another respondent offered a similar impression: "Some of our older alumni started in the private sector, and now they are in the nonprofit [sector] and bringing their experience there."

"Some of our older alumni started in the private sector, and now they are in the nonprofit [sector] and bringing their **EXPERIENCE** there."

V.

PPIA:
OVERALL IMPACTS AND FINAL OBSERVATIONS

Toward the end of the interview, respondents were invited to provide their overall impressions of the program, the ways in which PPIA shaped the culture of the schools, and any opinions on what could have been improved.

In your opinion, what was the major impact of PPIA on the participating institutions?

Almost all respondents reported that PPIA made it far easier for schools to target students of color, which in turn made the task of diversifying that much easier. All harkened back to the conversations surrounding the challenges of recruiting students of color, and how PPIA helped in that respect. The two responses below were typical:

It provided a good pool of minority applicants. It helped us with a target audience.... It enabled me to use those [recruiting] tools more effectively.... If I tried to reach that many potential candidates, I would have to cover many different schools and areas.

For us, it was the ease of finding students who were predisposed to this field of study, and who were already interested in what we wanted to teach them. That was the most beneficial. I would love it if there were institutes like that for all groups of people. It would make our lives easier, and it would make the lives of the students easier.

Others offered variations on the same theme. For some schools, PPIA changed the way they thought about how they worked—and worked together—for the purpose of attracting students of color:

One of the major benefits of the program is that it has caused all of the institutions to think more cooperatively about ways to increase the overall size of the minority applicant pool to international affairs programs. There are more unified efforts across the board. I have not talked to other admissions directors, but I'm sure PPIA not only increases the quality of the students at their schools, but it also increases recruiting synergies across the schools.

For those schools that hosted Junior Institutes—particularly those not among the Ivy League or other well-known public policy schools—PPIA gave them the visibility needed to compete effectively:

I can't speak for all the institutions, but my answer is relative to us. It really did energize the faculty and gave us something meaningful. We felt that we were contributing to a bigger cause of preparing minority students for public service, and to make them aware. It was the value of doing something good, but it also made us feel as if we were major players in the public policy world. We are now with the Big Boys.

However, the consensus with respect to PPIA's positive effects on recruitment was not unanimous. As previously noted, there were concerns about how the PPIA matching requirement affected many schools' capacity to admit some students, and that this had a negative impact on institutions. Along the same lines, the funding scheme, as described earlier, tended to reward the schools in the strongest financial position, who—to add insult to injury—tended to lure the best students away from the other schools. One respondent put it this way:

I think it was harmful for all but Princeton and Harvard. We were forced to reject a number of promising candidates because we could not afford to enroll them. Similarly, those we offered admission to were strong candidates frequently admitted by several schools. It was difficult to actually enroll them.

In what ways, if any, has the PPIA Program affected the culture and curriculum of your school? How has your school adjusted its policies and practices as a result of the PPIA Program?

Save for the respondents from those schools that had a very small number of PPIA Fellows over the last 20 years, the general opinion was that PPIA left its mark on the culture of the schools by means of the PPIA students themselves: first, as strong students by virtue of participation in the Junior Institute, and, second, as leaders. This was particularly

"PPIA left its mark on the culture of the schools by means of the PPIA students themselves: first, as **STRONG STUDENTS** by virtue of participation in the Junior Institute, and, second, as **LEADERS**."

the case for those schools where PPIA students comprised a sizeable percentage of minority students. As students, they "raised the bar" (as more than one respondent put it) for all students, minority or not. Other respondents agreed:

> *I think that the minority students that came in with PPIA Junior Institute training behind them were better educated about what public policy academic training was on the graduate level, and were a little more focused in their career direction than minority students that came into our program without PPIA training.*

As leaders, the PPIA Fellows were instrumental in campus diversity efforts involving fellow students and/or the faculty. The PPIA students were described as more vocal, more politically active within the school, and more likely to initiate efforts to improve diversity on campus than non-PPIA students. One respondent connected students' involvement with PPIA with a greater personal commitment to leadership:

> *Because they are loyal to PPIA and to the program that helped them to get through graduate school, they remain committed to recruiting, bringing along other students, and mentoring other students. They give back a great deal... [PPIA] made [the school] a better school. It made it a better graduate program. It made it a stronger, more diverse program.*

Not many respondents could speak to how PPIA affected the curriculum of the school, but those few that did returned to the theme of PPIA student leadership as bringing about those changes. Usually, the effect on curricula was indirect: PPIA student leaders propelled efforts toward diversity in the school, which in turn generated initiatives designed to diversify faculties, which eventually affected curricula. However, while it was rare that student activism directly brought about changes in curricula, it has happened:

> *From a student affairs perspective, these [PPIA] students are often the leaders. On the curriculum review two years ago, these students were in leadership roles. This school is small enough so people who want to change are able to do it. The students wanted a curriculum review, and they prepared petitions and made a case for it. The faculty approved the review, and we did it. Some of their input included adding an elective during the first year and restructuring the classes. Was that a PPIA idea? I don't know. But it was the students who were in the program who had a big impact on what was decided.*

Some respondents observed that PPIA changed the nature of the debate about race at schools. One commented that PPIA forced schools to think about diversity issues, and how to introduce race into the conversation. Others reported that simply having minority students on campus raised the awareness level of all students and the faculty. One respondent noted that her school's environment was enriched by the presence of such a diverse group of people. Another shared those sentiments:

> *I think the culture has changed.... Because the minority numbers have gone up, we now have students who represent all walks of life, and it has been a wonderful experience for the students because not only are they learning what we are teaching them, but they are also learning from their peers.*

PPIA affected schools in other ways, mainly as a guide for other efforts. As noted earlier, the University of Texas, which had to discontinue PPIA due to affirmative action challenges, conducts a "summer camp" modeled after the Junior Institute, to improve the analytical, quantitative, and language skills of students of all races. Another way in which PPIA has raised the schools' awareness of the challenges faced by minority students, which in turn led them to expand that awareness to cover all races and even nationalities, is illustrated by the following example:

> *When you are a minority student, regardless of your color, you will feel isolated. No different from those from China. Anything we do to promote better interaction is good. We are doing some sort of mentoring with [foreign] students because they feel isolated as well. Rather than just do the program with them and [make them take the] class on how to understand U.S. culture, we do it with all the students so it does not make one particular group feel isolated. So our orientation is changing to accommodate everyone. That is a step in the right direction.*

In your opinion, what works to encourage minority involvement in public policy and international affairs?

One respondent summed it up in this way: "It has to be a comprehensive effort—everything from awareness of career possibilities in public policy, to establishing role models in public policy, to educating people every step of the way at every level about the potentials of public policy." However, the bottom line for almost all of the respondents was *visibility*.

seeing professionals of color in the fields of public policy and international affairs, and seeing them doing well. One spoke of the unique capacity of the Junior Institute to generate some measure of this visibility:

> *It's best to put people in front of them who have acquired some influence, and what that means on a day in and day out basis. It needs to focus on academics and careers. [The students] are formulating ideas of what they want to do, but they don't know how to groom themselves for that role. It's about giving them the academic preparation to get there, but also to give them a vision of being in that job. It's the role of the Junior Institute to bring those roles and ideas together.*

"It's about giving them the academic preparation to get there, but also to give them a vision of being in that job. It's the role of the Junior Institute to **BRING** those roles and **IDEAS TOGETHER**."

Visibility meant seeing people of color in the fields, which started with seeing faculty members of color. Some respondents candidly wondered about the utility of attracting students of color if there weren't concurrent efforts to diversify faculties. The latter, of course, was more difficult, given that most faculty (especially if tenured) tend to remain for several years, and turnover is quite low.

It was important to get public policy on the radar screen of these students—the earlier, the better. Some talked about IIPP, which recruits students at the sophomore level (rather than at the junior level, as did PPIA). An initiative out of the School of Advanced International Studies at Johns Hopkins goes after younger people, by inviting Washington, D.C.-area high school students to their "Crisis Simulation Program," where they are exposed to international affairs and problem-solving strategies.

Not quite facetiously—or coincidently—more than one respondent recommended the development of a television show to do for public policy what "L.A. Law" did for law or what "E.R." did for medicine. Given the capacity of the mass media to generate interest by creating visibility, therein lay an element of truth. One respondent commented on the power of media exposure to lead students of color toward international affairs: "We hardly ever got U.S. minorities interested in international affairs. They used to go domestic. But there was a U.S. Ambassador, an African American, who was on TV a lot. There was an increase in people interested in international affairs, and we saw applications from U.S. minorities."

Equally important is having students know that public policy is a viable career option. For many students, and for many families of students (especially those in which the student is the first one to go to college), other careers are seen as having more opportunities—law, business, engineering, or medicine. Thus, the task is to sell not only the students but also the families on less visible—and, perhaps more importantly, less well paying—public policy careers. Indeed, for many respondents, "viable" meant "marketable," and some returned to the topic of the pay levels of public policy versus law or business, and the debt incurred in graduate school:

> *If you have the option to go to a business school or a law school and make a lot of money, and you're trading that off against getting a degree in planning or public policy where you are not going to make a lot of money, then it's hard to do if you have to incur great debt to do it. It's hard to encourage people to make that choice.*

Some respondents, however, defined viability as a career that matters. The following respondent put it best:

> *I think that what tends to work is—and I'm not sure it's exclusive to minority students—but, I think it's a question of, at the end of the day, do you want to work in an environment in which you are able to see some sort of tangible benefit that you have been able to make on a community organization or something where you can feel good about yourself as having made a substantive contribution. Really for the well-being of other people, things of that nature. Whether it's poverty issues, or doing foreign affairs, or working for the foreign service, it's more about what I would consider to be a kind of connection where the heart plays a role in your job satisfaction. And I think where that is a primary objective, that's what pulls applicants of color into careers of public policy.*

How has PPIA impacted the minority presence in the fields of public policy and international affairs?

Without hard data in front of them, no one could—or was expected to—answer this in any detail and could only offer general impressions. Most based those impressions on the number of students of color who had entered their programs. The only thing that the administrators could speak to was the effect on campus, in the hope that the presence on campus would affect the larger community. However, given that anywhere from 30% to 50% of the students went into public sector careers (depending on the data used), with an additional 20% going into the not-for-profit sector, it was difficult to determine the direct effect on the field.

That said, more than half of the respondents truly believed that PPIA did make an impact by way of bringing students of color to the doors of the schools of public policy and international affairs. Others returned to the theme of the visibility of people of color, and how PPIA may have helped there: "The earlier graduates went out and made names for themselves, and now you have so many other visible U.S. minorities in visible positions in domestic and international affairs." Another believed that the impact was quite significant—not in terms of the numbers of PPIA students at his particular school, but overall:

> *It's huge; it's changed the landscape. I don't know the current numbers, but there are a few thousand alumni out there doing policy work.... Is it enough to address all the needs that we have with all the changing demographics, when minorities might be the majority? In California, they are already the majority. Will we have enough talent there to meet all of those needs? [I don't know], but without PPIA, we would not be having this discussion.*

Was there anything about the PPIA Program that you think could have been improved?

The responses were varied, but generally fell into two categories: program structure (i.e., components), and program focus. Not surprisingly, among the former was the matching grant, and how it constrained schools in terms of whom to admit and fund. According to one respondent:

> *We should not be in a position where we are rejecting students who otherwise would have been eligible for our program. So somehow, if we were to do this again, we would want to find a way where we were not excluding people who otherwise would be considered acceptable students.*

Along the same lines, another recommendation was to make the financial package need-based. Some noted that a number of students from well-to-do families were benefiting from the $30,000 in fellowships and matching funds, while at the very least the matching fund money could have been used to fund equally qualified but more needy students. More than one commented that perhaps one positive outcome of the conclusion of the original PPIA was that schools now had the opportunity to modify the rules with respect to how financial aid is allocated, to avoid the kind of inequities growing out of the matching requirements.

Other recommendations surrounded the Junior Institutes. About half felt that there should be more than four—in part because this would ease the burden for students who did not want to travel a long way, and in part because more Junior Institutes could accommodate more students interested in public policy. Having only four constrained the number of individuals that could potentially enter the field. However, there were also recommendations to make the Junior Institutes better reflect the actual experience of going to graduate school. One respondent spoke of the Junior Institute experience as having perhaps worked too well, by coddling students and giving them a sense of false hope. Once they actually started the work of graduate school, the real world set in with a rather rude awakening.

"It's huge; it's **CHANGED THE LANDSCAPE**. I don't know the current numbers, but there are a few thousand alumni out there doing policy work...."

I think that PPIA helped, but I have also heard from students that PPIA is sometimes unrealistic because it is so darn supportive, that it almost gives them a sense of what it's like in graduate school. Workload-wise, they are working hard in the summer, but there are 30 students of color. It's a high percentage! They are not feeling isolated: they are supported;... we integrate all of these retreats and have guest speakers and ice cream. It's fun! It's hard work, but fun. Grad school is often not so fun. It's not ice cream.

A more general policy concern surrounded the utility of attracting the strongest students to the program, particularly those that could have succeeded without PPIA. Many PPIA students came from elite schools, had the resources to bone up on the kinds of quantitative skills taught in the Junior Institutes, and knew how to, as some respondents put it, "play the game." In addition, without PPIA these students would most likely have been accepted into the top public policy schools, and offered the same degree of tuition assistance. Those respondents who talked about PPIA as rewarding only the strongest students wondered if the money and effort could have been better spent on bringing up to speed those students of color from the non-elite schools, as well as middle-of-the-road students.

Respondents also spoke of the focus of the program. One made a more general observation, questioning the public policy and international affairs connection—which seemed to be two different things, with two distinct foci. Others, however, talked specifically about the problems surrounding the categorization of race and underrepresentation. As noted previously, some questioned the blanket "students of color" criteria, noting that certain groups who were of color were not necessarily underrepresented on campus, and that some groups that were underrepresented were not students of color. For example, one reflected that attracting Asians to the school was not an issue, but that recruiting African Americans was. Another talked about the decline in undergraduate African American enrollments, which affected their numbers at the graduate level. These assessments were supported by the data presented earlier, which showed that between 1980 and 1999, the percentage of Asians rose in the PPIA schools by about six percentage points but that of African Americans decreased slightly. (It must be stressed that no one said that PPIA in and of itself was the cause of or even connected to these trends.) More importantly, given the rising numbers of foreign students entering the country and the universities, schools are grappling with issues of nationality combined with race, particularly in the cases of foreign students who are not of European origin. To complicate matters further, for foreign students who are not of color there is the matter of underrepresentation. Finally, some respondents spoke of the fallacy of categorically assuming that "of color" also meant "low income," especially given the consequences for admissions and financial aid criteria that are based on race alone. In all, those who were candid enough to talk about race felt that PPIA was a good start but that it could have gone further to address the complexities of the issue.

"In all, those who were candid enough to talk about race felt that PPIA was a **GOOD START** but that it could have gone further to address the complexities of the issue."

APPENDIX

This section will cover the methods and data sources used for this report: mainly, the survey and the quantitative data used in the analysis of enrollments and careers after graduation.

SURVEY

As noted in the text, the survey was conducted by telephone (with one exception) in late June-early July 2001. All but two of the telephone interviews were taped. All respondents were accorded full anonymity, and any who were quoted were asked for permission before inclusion in the final report. The structured interview protocol—which included a reading of the informed consent statement—was administered to all respondents. It featured questions related to recruitment and enrollment; fellowship funding; retention and program completion/graduation; careers after program completion; PPIA program impact on the institution, including the school's culture and curriculum; influence of PPIA on the minority presence in public policy/ international affairs; what might have been improved about PPIA; and response to the matching funding being discontinued.

ENROLLMENT AND CAREER DATA

As noted in the text, enrollment data came from three sources: the schools themselves (mainly for 2000-2001 data), the National Science Foundation, and the National Center for Educational Statistics.

School-Specific Registrars/ Institutional Research Data Sources

Data were requested for the 22 schools that were identified by AED for the sample (as well as the two pretest schools), regardless of whether an interview was completed. In many cases data were available through the World Wide Web; telephone, e-mail, and fax requests were made for the rest. In some cases, institutions did not break down their minority enrollment data by school; in one case, the data could not be released due to confidentiality issues. These are the schools for which minority enrollment data were available:

Institution	Data Source
American University	Office of Institutional Research
Carnegie Mellon University	Office of Planning: www.cmu.edu/ba/planning/ factbook.htm
Columbia University	Office of Planning and Institutional Research: www.columbia.edu/cu/opir
Georgetown University (School of Foreign Service and School of Public Affairs)	Office of Institutional Research
New School for Social Research	Office of the Registrar
Princeton University	Office of the Registrar
University of California (Los Angeles)	Office of Academic Planning and Budget, 2000*
University of California (Berkeley)	Office of the Dean
University of Denver	Office of the Provost
University of Maryland (College Park)	Office of Institutional Research
University of Minnesota	Office of Registration Statistics: www.irr.umn.edu/stix
University of Pittsburgh	Office of Institutional Research: www.ir.pitt.edu/factbook/general
University of Texas (Austin)	Office of Institutional Research: www.utexas.edu/academic/oir
University of Washington	Division of Admissions and Records

* no survey completed

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NATIONAL SCIENCE FOUNDATION DATA

Additional enrollment data came from the National Science Foundation (NSF) Survey of Graduate Students in Science and Engineering (Graduate Student Survey). The survey has been conducted annually since 1972 (in conjunction with the National Institutes of Health) to capture trends in graduate enrollment. Many schools of public policy and international affairs participate in the survey. The data were available in the form of public use files and were downloaded from www.nsf.gov/sbe/srs/gss. For this report, we used data for the ten-year period from 1990 through 1999 (the latest year for which data were available at the time of writing).[16]

The NSF data served to capture trends in minority enrollment not only in the PPIA schools, but also in other public policy schools as a means of comparison. For the non-PPIA schools, we used APPAM's listing of public policy schools in the United States,[17] and supplemented that with a Web search of other listings of public policy schools to capture any that may have been missing from APPAM. We also referred to APSIA's listing of international affairs schools; however, with the exception of those schools not in the United States, all of the domestic APSIA schools were in PPIA. Longitudinal data were available for the following 26 of the 40 PPIA schools, and for 22 non-PPIA public policy schools.[18]

PPIA Schools	Non-PPIA Schools
American University: School of International Service **	Arizona State University: School of Public Affairs
American University: School of Public Affairs	Baruch College/City University of New York: School of Public Affairs
Carnegie Mellon: John Heinz III School of Public Policy and Management	Brigham Young University: Public Policy Graduate Program
Duke University: Terry Sanford Institute of Public Policy	Cornell University: Institute for Public Affairs
George Washington University: Elliot School of International Affairs **	Florida International University: College of Urban and Public Affairs
Harvard University: Kennedy School of Government	Florida State University: Askew School of Public Administration and Policy
Indiana University: School of Public and Environmental Affairs **	George Mason University: School of Public Policy
Massachusetts Institute of Technology: Department of Urban Studies and Planning	George Washington University: Institute of Public Policy
New York University: Wagner Graduate School of Public Service **	Georgia Institute of Technology: School of Public Policy
Princeton University: Wilson School of Public and International Affairs	Kent State University: Department of Political Science
State University of New York: Rockefeller School of Public Affairs and Policy **	Ohio State University: School of Public Policy and Management
Syracuse University: Maxwell School of Citizenship and Public Affairs	RAND Graduate School of Policy Studies: The RAND Graduate School
University of California at Berkeley: Goldman Graduate School of Public Policy	Rutgers, State University of New Jersey: Bloustein School of Planning and Public Policy

continued on next page

APPENDIX

PPIA Schools	Non-PPIA Schools
University of California, San Diego: Graduate School of International Affairs and Pacific Studies **	University of Illinois: Institute of Government and Public Affairs
University of Delaware: Graduate College of Urban Affairs and Public Policy **	University of Kentucky: Martin School of Public Policy and Administration
University of Denver: Graduate School of International Studies	University of Maryland, Baltimore County: Policy Sciences Graduate Program
University of Maryland (College Park): School of Public Affairs	University of Massachusetts, Boston: Ph.D. Program in Public Policy
University of Michigan: Gerald R. Ford School of Public Policy *	University of Missouri-Columbia: Truman Graduate School of Public Affairs
University of Minnesota: Humphrey Institute of Public Affairs	University of Nebraska at Omaha: Department of Public Administration ***
University of Pittsburgh: Graduate School of Public and International Affairs	
University of Rochester: Public Policy Analysis Program **	
University of Southern California: School of Policy, Planning, and Development, and School of International Relations **	
University of Washington: Evans School of Public Affairs	
University of Wisconsin: LaFollette School of Public Affairs **	
William and Mary: Thomas Jefferson Program in Public Policy **	

* no interview completed ** not within the survey sample *** not on APPAM's list

The NSF data contained breakdowns by race, and included "other," "foreign" and "unknown" categories. Those in the "other" category were included as minorities. Consistent with reporting practices of the various offices of institutional research, foreign students were not included in the denominator of any calculations of the percentage of minorities. Also excluded from the denominator were any categorized as "race unknown."

NATIONAL CENTER FOR EDUCATION STATISTICS' (NCES) INTEGRATED POSTSECONDARY EDUCATION DATA SYSTEM (IPEDS)

The NCES IPEDS data were used to capture all graduate minority enrollments at the university level, as a means of comparison to minority enrollments at the PPIA schools. IPEDS data were selected because they contain information on all graduate schools within the university. NSF data were limited to science and engineering schools. IPEDS is a system of surveys designed to collect postsecondary data, and

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includes information on enrollments, program completions, faculty, staff, and financial aid. We used university-level data (i.e., not for individual schools within universities) for the 1988-1989 through 1997-1998 school years. The public use IPEDS data from 1990-1991 and onward were downloaded from the NCES web site, http://nces.ed.gov/ipeds/data.html. Minority enrollment data were extracted for the universities that housed the 26 schools isolated on the NSF files (above), and the same rules that governed the use of NSF data with respect to foreign students and "unknowns" in calculating the percentage of minorities were applied to the IPEDS data.

CAREER SERVICES DATA

Late in the fielding period, the decision was made to "spot check" the respondents' assessments of the first jobs after graduation against career services data. No respondent was called back for a name and telephone number of the individual at his or her school who handled those data; rather, interview notes and transcripts were scanned if a name was given in the course of the interview, and all respondents from that point forward were asked for a name if they knew of one. In addition, the resources of the World Wide Web were used. As with the enrollment data, above, we did not limit ourselves to those schools whose representatives granted an interview (particularly if data were available on the Web).

Below is a list of schools for which data could be gathered in a timely fashion. It bears repeating that any conclusions about respondents' assessments based against checks against the hard data from these schools are made with extreme caution, as a more thorough check might have revealed different results.

Institution	Data Source
Columbia University: School of Public and International Affairs	www.columbia.edu/sipa/OCS/Information/Employment_Stats/employment_stats.html
Duke University: Sanford Institute of Public Policy	www.pubpol.duke.edu/career/career.html
Georgetown University: Walsh School of Foreign Service	www.georgetown.edu/sfs/careers
Harvard University: Kennedy School of Government	www.ksg.harvard.edu/career/pdf/01%20placement%20report.pdf
Johns Hopkins University: School of Advanced International Studies	www.sais-jhu.edu
Tufts University: Fletcher School of Law and Diplomacy *	www.fletcher.edu/ocs/pdfs/grad_stats_2002.pdf
University of California at Berkeley: Goldman Graduate School of Public Policy	http://ist-socrates.berkeley.edu/~gspp/career_resources
University of Denver: Graduate School of International Studies	Office of Career Services
University of Michigan: Ford School of Public Policy *	www.fordschool.umich.edu/careers/statistics.htm
University of Washington: Evans School of Public Affairs	www.evans.washington.edu/students/career/placement/graduate.html

* no survey completed

ENDNOTES

1) Although the program has gone by different names since 1980—for example, the Sloan Fellowship and the Woodrow Wilson Fellowship—for the sake of simplicity it will be referred to here as PPIA.

2) Respondents for the remaining three schools—University of Michigan (Gerald R. Ford School of Public Policy), UCLA (School of Public Policy and Social Research), and Tufts University (Fletcher School of Law and Diplomacy)—were not available during the interview fielding period.

3) HPP is a "cousin" to PPIA, with the same philosophy and strategy: students are recruited at the sophomore level, and HPP students have participated in PPIA's Junior Institutes while also focusing on those skills to make them competitive in international careers. Another program for international affairs studies is the FAF/GFAF (also known as the Pickering FAF/GFAF), which targets students of underrepresented groups who are interested in foreign affairs. The APSA Ralph Bunche Institute is one of three programs designed by the American Political Science Association to expose undergraduates of color to careers in political science. Specifically, the Bunche Institute is similar in operation to the PPIA Junior Institutes, in that juniors are identified and invited to attend five-week summer sessions designed to enhance their analytic skills, and to encourage them to apply to Masters and Ph.D. programs. The McNair Scholars Program, which is administered in part by the U.S. Department of Education, is aimed toward low-income, first-generation (i.e., neither parent has a college degree), or underrepresented groups in graduate school who are interested in pursuing a doctorate. The award was named after Ronald McNair, the African American astronaut who was killed in the 1986 Challenger explosion.

4) From the program's inception, ten PPIA schools conducted Summer Institutes: Carnegie Mellon, UC-Berkeley, SUNY-Rochester, Princeton, University of Denver, University of Michigan, University of Maryland, University of Washington, University of Texas (Austin), and University of Minnesota. At the time of writing there are four: Princeton, UC-Berkeley, Maryland, and Michigan.

5) In December 2002, the Supreme Court agreed to hear appeals to both of the Michigan decisions. As of March 2003, a ruling is pending.

6) "Affirmative Action Rollbacks Discourage Minorities from Applying to Medical School" (Press Release), Association of American Medical Colleges, November 1, 1997.

7) Timothy Kudo, "Report Shows Decreasing Graduate Student Diversity," *UCLA Daily Bruin*, May 27, 1999.

8) See http://www.utexas.edu/lbj/barbarajordanforum.

9) See http://garnet.berkeley.edu/~gspp/ppia/ppia_program.htm.

10) Project 1000 is based at Arizona State University's Hispanic Research Center. See http://mati.eas.asu.edu/p1000.

11) Respondents did not specify whether the rejected non-PPIA students were students of color, only that they were as qualified as the PPIA students.

12) Between 1989 and 1997, 25-29 year olds accounted for 30% of graduate students, while 22-24 year olds—or those fresh out of undergraduate study—comprised only 15%. Source: NCES IPEDS data/NSF Web Caspar calculations; http://caspar.nsf.gov/cgi-bin/WebIC.exe?template=nsf/srs/webcasp/start.wi.

13) A cursory check against a handful of schools' career services data revealed that the respondents' assessments were not too far off the mark; however, it is unknown whether a fuller check might have generated different results. The 1998-2000 averages for the breakdowns were 37% public, 34% private, and 20% not-for-profit. (The schools represented in the career services data figures may be found in the Technical Appendix.)

14) Career services data from these schools show that, on average, approximately 10% of students pursue international careers.

15) One might guess that keeping track of PPIA students might be even more difficult, as these students did not carry the kinds of student loan burdens that would have otherwise required school financial aid offices to track them.

16) The year 1990 was selected as the base year for two reasons: first, for consistency with the IPEDS data; and, more importantly, using earlier years would have produced misleading results because most of the schools of international affairs did not enter the program until that time.

17) The list may be found at http://qsilver.queensu.ca/appam/services/guide/alpha.shtml.

18) It is likely that additional PPIA and non-PPIA policy schools may have been represented on the NSF files. However, in many cases, universities combined enrollments on file for their political science and public affairs departments. Individual public policy schools were isolated if and only if the university reported "public affairs" separately from political science, or, better still, explicitly reported the name of the school (e.g., "Kennedy School of Government").

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AFTERWORD

The record of the PPIA Program in preparing students of color for leadership in public service is clearly one of consistent success. Its alumni are engaged in pursuing the public good here and abroad. But the challenge of ensuring leadership in the public service workforce that reflects the diversity of the United States remains. The recent report of the General Accounting Office clearly states that unless federal agencies take deliberate steps to recruit and promote people of color into the senior levels of government, their proportions will remain static.

"...The people making the policy decisions that affect the lives of all Americans need to **UNDERSTAND** and **REPRESENT ALL AMERICANS**. The proportion of minorities in public service may be static, but the population of the United States is not."

The credibility of the U.S. public service sector is at stake. The nation risks having its fundamental governmental institutions lose trust because their professional leadership does not reflect the diversity of U.S. society. Many parts of the private sector have moved aggressively to institute policies linking diversity success to performance evaluation, promotions, and bonus awards. Unless workplace diversity policies are similarly embraced by the public and nonprofit sectors, the wealth of human potential presently available to the public service profession could dissipate in frustration and disappointment.

Why does this matter? It matters because the people making the policy decisions that affect the lives of all Americans need to understand and represent all Americans. The proportion of minorities in public service may be static, but the population of the United States is not. Census Bureau projections indicate that 47% of the U.S. population in 2050 will be people of color—Alaska Natives, African Americans, Asian Americans, Pacific Americans, Latino Americans, and Native Americans.

Education leaders in our schools of public policy understand these statistics and their implications, which explains at least in part their long commitment to the PPIA Program. They know that, as Lee Bollinger, president of Columbia University, says, "Education is about developing the incredibly difficult capability of getting out of your own skin and seeing the world in different ways." Mr. Bollinger is particularly visible now because he was president of the University of Michigan when the suits were brought against the admissions policies of its law school and undergraduate program. In considering the Michigan lawsuits, Mr. Bollinger asks whether "the sensibilities of *Brown v. Board of Education*, or the ideals of *Brown*, [will] continue to define the course of American life, or will we set off in a new path which, I think, would be to reverse the great things that have been accomplished."

On April 1, 2003, oral arguments were heard before the Supreme Court in both Michigan cases. In the weeks before that date, over 70 *amicus* briefs were filed in support of the University of Michigan, representing professional associations, colleges and universities, corporations, national education organizations, law schools and students, and retired military leaders.

"The representation of people of diverse races and ethnicities at all levels of our society and our government is an **INDISPENSABLE SOCIAL GOAL**."

Each brief spoke to a different contribution made by diversity in education—more globally and culturally competitive business, leadership that is credible to the broadest base of U.S. citizens, experiences of racism brought to the law school classroom that inform the discussion about constitutional rights for all. While the Supreme Court deliberates these cases, the sectors of society represented by the *amicus* briefs have made their decision. The representation of people of diverse races and ethnicities at all levels of our society and our government is an indispensable social goal.

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